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ABSTRACT

A recommended State plan for the establishment and operation of a comprehensive community college program as part of the higher educational system of West Virginia is presented. The chapters of the report, which follow a Foreword and a Summary of Recommendations, are: 1. Comprehensive Community College Education, II. Present Status of Community College Education in West Virginia, III. State Level Responsibility for Comprehensive Community College Education in West Virginia, IV. A Plan for Implementing Comprehensive Community College Education in West Virginia, and V. Considerations and Suggestions for Implementing the Comprehensive Community College Education System in West Virginia. Appendixes provide a chart, tables, and selected biographical data of consultants. (DB)

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ED 095982

A PLAN FOR COMPREHENSIVE COMMUNITY COLLEGE EDUCATION IN WEST VIRGINIA

Report To

THE HONORABLE ARCH A. MOORE, JR.
Governor of West Virginia

And

THE LEGISLATURE OF
THE STATE OF WEST VIRGINIA

Pursuant to House Concurrent Resolution No. 16, 1971

West Virginia Board of Regents

November 1971

JC 740 355

WEST VIRGINIA BOARD OF REGENTS

1316 CHARLESTON NATIONAL PLAZA
CHARLESTON, WEST VIRGINIA 25301

TELEPHONE 304 348-2101

November 1, 1971

The Honorable Arch A. Moore, Jr.
Governor of West Virginia

Members of the Legislature
State of West Virginia

Dear Governor Moore and Members of the Legislature:

Pursuant to House Concurrent Resolution No. 16 adopted by the 60th session of the West Virginia Legislature, the Board of Regents presents herewith a recommended State plan for the establishment and operation of a comprehensive community college program as a part of the higher educational system of West Virginia.

The first action taken by the Board in response to the Resolution was to engage the services of three nationally recognized leaders in technical-occupational and community college education to study existing programs of less than the baccalaureate degree level available to the citizenry of the State and to recommend a plan for meeting existing and future needs. The professional team consisted of:

Dr. Louis W. Bender	Professor of Higher Education Florida State University
Dr. Norman C. Harris	Professor of Higher Education Center for Higher Education University of Michigan
Dr. James L. Wattenbarger	Director, Institute of Higher Education University of Florida (Chairman of the Team)

Selected biographical information pertaining to each of the team members is provided in the appendix of the report.

The Board maintained close liaison with the consulting team as the study progressed and received oral reviews of findings and recommendations from the group. The completed written report was studied in detail and thoroughly analyzed and discussed by the Board.

It is the conclusion of the Board of Regents that the most critical higher educational need in West Virginia is an expanded program of technical-occupational, continuing education, industry training and college transfer offerings of two years' or less duration. The Board believes the proposal of the consulting team to provide these offerings through a system of comprehensive community college service areas is sound and feasible; that it offers a unique opportunity to use existing educational resources, private and public, to the maximum advantage of all concerned; and that such a higher educational development will contribute significantly to the cultural and economic future of West Virginia. The plan is attractive also from a cost point of view as both immediate and long-range program expansion may be achieved at a minimum dollar investment.

The Board endorses the study team's proposal and presents it as the Board of Regents' State Plan for Comprehensive Community College Education with the recommendation that it be promptly implemented.

The Board of Regents expresses its appreciation to the study team for its insightful and comprehensive report and thanks those associated with private and public institutions of higher education and the many other individuals and organizations who contributed to this professional activity.

Sincerely,

Amos A. Bolen

Amos A. Bolen
President

AAB:VR

November 1, 1971

West Virginia Board of Regents
1316 Charleston National Plaza
Charleston, West Virginia 25301

In accordance with your authorization, we are enclosing herewith our recommendations for a plan for comprehensive community college education for the State of West Virginia.

The procedure we followed included an on-site visit to each public institution in West Virginia which offered two-year programs. We reviewed demographic and related data dealing with the various counties in your state. We talked with leaders at both local and state levels. We met with the presidents of privately supported colleges as well as with presidents of the public colleges and universities. We visited several area vocational-technical centers, interviewing various vocational education directors. We examined the community colleges and technical schools in contiguous areas of Ohio, Virginia, Pennsylvania, Kentucky, and Maryland. We provided preliminary reports to the leadership of your state. We have been made very well acquainted with the educational needs of the people of West Virginia as they are defined by available data.

A special feature of our procedure was a review of the tentative draft of our report by a panel of community college leaders assembled by the Southern Regional Education Board on October 22, 1971. These individuals provided for us a test of professional expertise and practical reactions. The team included Dr. E. F. Schietinger, Director of Research, Southern Regional Education Board; Dr. Joseph W. Fordyce, President, Saint Louis County Junior College; Dr. Joseph Cosand, Director, Center for the Study of Higher Education, University of Michigan; and Dr. Lee G. Henderson, Director, Community College Division, State of Florida. Their suggestions have been incorporated into this report where appropriate.

Our major concern has been to describe to you an educational plan which will assure a variety and a diversity of educational opportunities as well as a basis for educational accountability for the citizens of your state. We strongly feel that the success of this program will be dependent upon the quality of personnel who are appointed to positions of responsiblity for community college education in West Virginia.

In preparing this report we have been very much dependent upon the advice and the professional help of Mr. J. Douglas Machesney on your staff. He has served your consultant team in several very special ways: in finding data we

needed; in preparing sections of the report dealing with historical background and current status; in providing us with special information relating to West Virginia; in helping with editing and preparation of the report for publication; and in handling many details of arrangements for visiting campuses and conferences with individuals. We appreciate very much the expert secretarial help of Mrs. Catherine L. Thomas in preparing the drafts of our report. Without the continued help of these persons as well as others on your staff, we would not have been able to complete this study.

We are also indebted to the presidents of the colleges and universities in West Virginia and the directors of area vocational-technical schools. These persons made us feel welcome on their campuses and freely made available to us the data we requested. We enjoyed the opportunity to visit many parts of your beautiful state.

We appreciate very much being invited to develop this proposal which, we hope, will provide new opportunity for postsecondary education for many thousands of West Virginians who would not otherwise be served.

We wish you well in your implementation of these recommendations. Please let us know how we may be of further service to you in this regard.

Cordially yours,

Louis W. Bender

Norman C. Harris

James L. Wattenbarger, Chairman

FOREWORD

This study of community colleges in West Virginia was conducted by the Board of Regents pursuant to House Concurrent Resolution No. 16 adopted March, 1971. The resolution directs the Board of Regents,

> "... to formulate and recommend to the Governor and Legislature not later than November 1, 1971, a state plan for the establishment, operation and maintenance of a state system of comprehensive community colleges which, as a part of the higher educational system of the state, will provide post high school programs of two years or less duration including career technical-occupational programs leading to certificates or associate degrees, college parallel or transfer programs of two years or less duration, credit and non-credit general education, continuing education and cultural development offerings, work-study or cooperative education programs and specialized industry training programs."[1]

The role of the Board of Regents regarding the governance of higher education in West Virginia is explicit. The *West Virginia Code* states that,

> "... the West Virginia Board of Regents will have the general determination, control, supervision and management of the financial, business, and educational policies and affairs of all state colleges and universities. The Board's responsibilities shall include, without limitation, the making of studies and recommendations respecting higher education in West Virginia; allocating among the state colleges and universities specific functions and responsibilities. ... "[2]

The Legislature in 1971 gave additional clarification to the responsibilities of the Board of Regents with passage of legislation empowering the Regents to set minimum standards for the conferring of degrees by any institution of higher education in the State, public or private.

Less clear, however, is the role of the Board of Regents as it relates to postsecondary vocational-technical education. As is the custom in a number of states, the West Virginia Board of Education serves as the State Board of Vocational Education and, consequently, is assigned the responsibility for vocational education. This board also controls all federal funds for vocational education and, in addition, is authorized to establish and maintain area vocational schools which may offer postsecondary vocational-technical programs.[3]

The term "higher education" is currently used to describe that level of education beyond the high school which serves students who have passed the age for attending high school whether they have been graduated or not. Higher education, therefore, includes occupational education of a vocational-technical nature as well as the more traditional academic work. A plan for comprehensive community college education must provide for this diversity of students who will need an opportunity to prepare themselves as functioning citizens in their communities. The comprehensive community college provides an institutional setting for this total program and bridges the gap between the high schools on one hand and the baccalaureate programs on the other. This study will focus attention upon the community college level of higher education as it has been developing in most states since the mid-1950's, and present a plan for the establishment of a comprehensive community college education program for West Virginia.

[1]House Concurrent Resolution No. 16, *Acts of the Sixtieth Legislature of West Virginia*, adopted March 12, 1971, p. 1015.

[2]*West Virginia Code*, §18-16-8.

[3]*Ibid*, §18-2B-1, §18-10-5.

SUMMARY OF RECOMMENDATIONS

The plan for comprehensive community college education in West Virginia described within this document encompasses every county within the State and charges responsible educational leaders with identifying and providing comprehensive postsecondary educational and training opportunities for the citizenry of the State. The report documents the absence or inequity of certain types of postsecondary educational opportunities at the present time, then outlines a design for ten regional service boundary areas to be designated as comprehensive community college education regions. Specific recommendations are made for initiating and operating comprehensive community college education services which respond to the indigenous characteristics and needs of each region as well as to the total statewide requirements for economic, industrial, and social development. The report also identifies the existence of potentially critical duplication of postsecondary educational facilities and programs which West Virginia can ill-afford, then it provides a viable strategy of governance and administration which will guarantee accountable and coordinated use of public funds for a single continuum of postsecondary educational opportunities.

Recommendations to the Governor and Legislature

The report outlines three major problems confronting West Virginia postsecondary education which need to be resolved by enactment of legislation. First, there is *inadequate access to higher education in West Virginia* at the present time as evidenced by low patterns of attendance from some areas and by the existence of a variety of postsecondary opportunities in some sections of the State which are not available to persons residing in other sections.

A second problem requiring statewide attention is the *insufficient opportunity for career education* at the present time within West Virginia. Little information is available concerning State manpower needs and their implications for educational and training programs. Current alternatives for career education are severely limited and inadequate for West Virginians to enjoy career mobility and economic betterment.

The third problem confronting West Virginia is the current development of *two postsecondary systems of occupational education.* One system is controlled through the State Board of Education in area vocational schools and the other through the Board of Regents in the institutions of higher education. Duplication of vocational-technical facilities is already a reality in some parts of the State and potentially may develop into a major problem for the State unless ways of planning, maintaining, coordinating, and evaluating are developed and enforced within a single higher education system.

The following recommendations to the Governor and the Legislature will, in the opinion of the consultants, solve these three critical problems and enable West Virginia to develop in an efficient and economical manner a much-needed statewide comprehensive community college education program, providing career technical-occupational offerings of two years' or less duration leading to certificates or associate degrees, freshman and sophomore level college transfer programs, credit and noncredit general and continuing education and specialized industry training and work-study opportunities.

The State of West Virginia should:

1. Assign, by statute, the responsibility for all postsecondary education, including vocational-technical education, to the Board of Regents and charge the Board of Regents with the responsibility for developing and maintaining an efficient and productive statewide comprehensive community college education program.

2. Create, by legislative enactment, a new State Board of Occupational Education to replace the present State Board of Vocational Education as the agency to receive federal vocational education funds and to provide vocational education programs in accordance with the stipulations set forth within the Vocational Education Act of 1963 and the subsequent amendments to that Act in 1968.
   It is further recommended that the membership of the new Board be made up of four members of the State Board of Education, and four members of the Board of Regents. The State Superintendent of Free Schools should continue to be the Executive Officer of the new Board of Occupational Education and the Chancellor of the Board of Regents should be an ex-officio member. The State Advisory Council for Vocational-Technical Education should continue to function as it presently does.

3. Specify that the new Board of Occupational Education shall assign postsecondary programs in operation in area vocational-technical centers or schools to the community college education system operated by the Board of Regents. While such programs may continue to operate within existing facilities of the vocational schools, administrative and budgetary responsibility for their planning, programming, and evaluation should be assigned to the community college education system.

4. Stipulate by status or in the operating rules and regulations of the new Board, that all federal vocational education funds intended for *postsecondary* occupational education be allocated to the Board of Regents for the comprehensive community college education system.

5. Direct the new Occupational Education Board to amend the *State Plan for the Administration of Vocational Education* to provide that the ten comprehensive community college education service regions be classified as "Regional Postsecondary Occupational Education Centers" or "Regional Technical Education Centers" to meet all federal guidelines for occupational education funds.

6. Make certain that the *State Plan for the Administration of Vocational Education* reflects the changes recommended above within an entirely separate section on postsecondary occupational education. The *Plan* should provide for the contracting of services and programs between area vocational technical centers and comprehensive community colleges as a means of preventing the duplication of facilities and equipment.

Recommendations to the Board of Regents

In order that comprehensive community college education services may be made available to all citizens throughout West Virginia, the following recommendations are directed to the Board of Regents for implementation through policies, procedures, and budgetary allocations.

It is recommended that:

1. The Board of Regents establish a separate administrative structure for comprehensive community college education to reflect the fact that this specific level of higher education has its own discrete philosophy and mission.

2. A separate budget for the comprehensive community college education system be established and maintained to assure that funds allocated by the Board of Regents for this level of higher education are used as prescribed and that accountability is maintained.

3. The structure under the Board of Regents function as a system of ten comprehensive community college education service regions. The Board of Regents should select for implementation in each region one of two alternatives for making community college education available to the citizens of the region. Alternative One, convert an existing branch or center into a comprehensive community college as authorized in the *West Virginia Code*, 1931, §18-26-13b (b), as amended, or Alternative Two, provide for comprehensive community college education through an individually approved plan which uses the facilities and the structure of an existing State college or university in the region. In each instance responsibility for the development and operation of comprehensive community college education in that entire region should be assigned to the designated college or university. Recommendations for providing comprehensive community college education in each region are as follows:

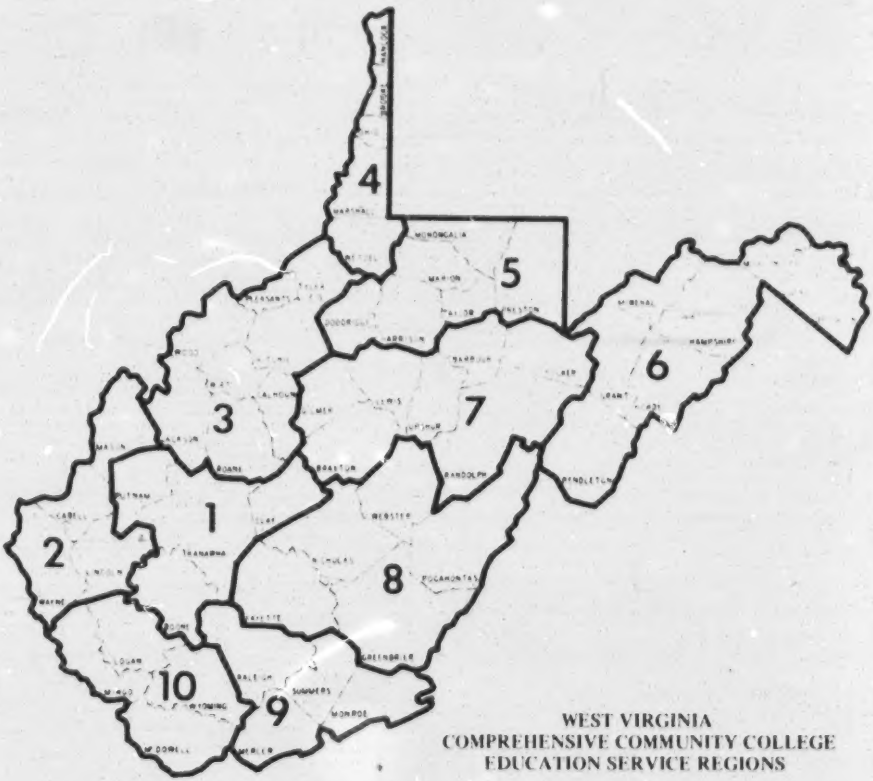
   Region 1: A comprehensive community college be established as a discrete element of West Virginia State College;
   Region 2: A comprehensive community college be established as a discrete element of Marshall University;
   Region 3: Parkersburg Community College to serve the comprehensive community college education needs of the region;
   Region 4: The Wheeling Campus and the Hancock County Branch of West Liberty State College be converted into a single comprehensive community college;
   Region 5: A comprehensive community college be established as a discrete element of Fairmont State College;
   Region 6: Potomac State College be converted to a comprehensive community college;
   Region 7: A comprehensive community college be established as a discrete element of Glenville State College;
   Region 8: A comprehensive community college be established as a discrete element of West Virginia Institute of Technology;

Region 9: A comprehensive community college be established as a discrete element of Bluefield State College; and

Region 10: Southern West Virginia Community College to serve the comprehensive community college education needs of the region.

4. Each of the ten comprehensive community college education regions have its own administrative structure including a regional director and its own advisory board.

5. The ten regions be coordinated at the state level by a vice chancellor on the Board of Regents' staff who reports directly to the chancellor. The vice chancellor should be responsible for the state level administration of all less than baccalaureate education at the post high school level including postsecondary occupational education whether at the associate degree or certificate level; freshman and sophomore collegiate education offered within the community college structure; and all continuing education and community services assigned to the comprehensive community college system.



WEST VIRGINIA
COMPREHENSIVE COMMUNITY COLLEGE
EDUCATION SERVICE REGIONS

It is further recommended that the vice chancellor's responsibilities include: Development and administration of the budget for the comprehensive community college education system; regular supervision of the ten regional directors; program planning, development and evaluation; facilties planning, liaison with other individuals and agencies at the state level; and the submitting of recommendations to the chancellor regarding the appointment of regional directors.

6. Each regional director have authority and responsibility for planning, developing, and implementing the comprehensive community college education budget as approved by the Board of Regents for his region; the development of programs and services throughout the counties within his service area; the recruitment, selection, and evaluation of faculty and personnel related to his function; administration of Board of Regents' policies for community college education; and interpretation of the comprehensive community college education program to the constituents in the region he serves.
   It is further recommended that each regional director be authorized to contract for services with public or private institutions of higher education as well as with area vocational schools and other agencies as may be appropriate for his region.
7. A local Community College Education Advisory Board be appointed by the Board of Regents for each of the ten regions. The local advisory board should advise the regional director on matters relating to the program and services of the entire region.
   It is further recommended that such boards be made up of seven representative citizens from the region and that their term be seven years with overlapping appointments.
8. The Board of Regents appoint a State Advisory Council for Comprehensive Community College Education made up of twenty persons from the regional advisory board memberships. The State Advisory Council should advise the vice chancellor on matters relating to statewide development of comprehensive community college education in West Virginia.
9. The Board of Regents seek enabling legislation authorizing it to establish comprehensive community colleges in addition to those now provided for in the *West Virginia Code*, 1931, §18-26-13b (b), as amended. Such enabling legislation should empower the Board of Regents to establish comprehensive community colleges on existing state college or university campuses where appropriate.
10. The colleges and universities identified to provide comprehensive community college education in Regions 1, 2, 5, 7, 8, and 9 be required to develop a plan and statement of commitment outlining to the Board of Regents how it will implement the community college education responsibility assigned. Such a plan should be evaluated at the end of each year and updated annually to reflect the objectives and priorities for which budget allocations would be made and maintained on the basis of proven performance and need.

11. The Board of Regents designate each of the State's comprehensive community colleges as *Regional Technical Education Centers.* Earmarked funds from federal, regional, or other sources which may become available should be used to provide programs, facilities, and equipment to develop these institutions into centers of excellence for postsecondary occupational education.

12. Each of the comprehensive community college education regions be required to respond to the following program and curriculum needs:
    a. There should be provided in each comprehensive community college region a complete program of occupational education for both youth and adults and for full-time students and part-time students consisting of associate degree, collegiate technical programs leading to jobs at para-professional, technical, and highly skilled levels; one-year certificate programs for trade and craft occupations; and short-term, job-upgrading programs to meet immediate and critical manpower training needs.
    b. With regard to unique, high-cost occupational programs, a plan for differentiation of function should be adopted. For example, although business education (a popular and relatively low-cost program) should probably be offered in all colleges of the sytem, forest technology, mining technology, and associate degree nursing might be offered in only a few designated colleges. In order to allow for differentiation of function, some of the Regional Technical Education Centers may need to have residence halls available for students whose homes may be far away from the Center.
    c. In each comprehensive community college region there should be provided quality two-year programs of college-parallel or "transfer" education in the arts and sciences and in pre-professional fields for later transfer to a four-year college or university.
    d. Programs of developmental (remedial or basic skills) education should be provided in all of the comprehensive community college regions.
    e. All comprehensive community colleges of the system should provide a balanced offering of general education courses for youth and adults. There should be an active continuing education program at all the institutions, providing evening college opportunities for cultural development, job-upgrading, and general educational development.
    f. In all the comprehensive community college regions an effective program of student personnel services (including counseling and guidance; educational advisement, placement services, and student activities) should be maintained.

13. The Board of Regents undertake an intensive recruitment program to identify administrators and faculty who have an understanding of (preferably training and experience in) and commitment to the philosophy and mission of comprehensive community college edu-

cation. Incumbent professional staff in the centers and branches should be reassigned to baccalaureate institutions if they are not interested in and committed to the comprehensive community college education philosophy.

14. An orientation and inservice development program be provided for existing and new faculties of the comprehensive community colleges on the objectives and mission of the institution.

15. The Board of Regents develop articulation policies which will insure easy transition from high schools and area vocational centers to the comprehensive community colleges, and for community college graduates of college transfer programs, successful admission into the junior year at West Virginia colleges and universities.

16. The Board of Regents maintain an annual operational review of each of the ten comprehensive community college regions to determine their performance for serving regional needs and collectively serving State needs. A full review of the total system including boundaries of the regions should be undertaken in 1974-75 and adjustments to boundaries or assigned responsibilities made wherever necessary.

17. The Board of Regents provide for and encourage non-traditional approaches to providing economical and accessible education, training, and retraining opportunities throughout the State. Provisions should include, but not be limited to:
    a. Contractual services for appropriate resources,
    b. Relocation of equipment or furniture from one institution or region to another when surplus or unused capacity exists at one location and need exists at another,
    c. Portable or mobile units which may be located in different areas within a region or throughout the State,
    d. Off-campus services and programs of varying lengths to respond to needs of adults of all ages in remote locations, and
    e. Educational television programs for both credit and non-credit courses.

18. The Board of Regents establish a time schedule which would provide for the initial implementation of the comprehensive community college education plan before the academic year 1972-73; the total operation of the comprehensive community college education system by the academic year 1973-74; and a system-wide review and evaluation during the academic year 1974-75.

19. The Board of Regents establish a priority listing of needs for facilities to provide for Regional Technical Center programs as they are developed. Such a list should take into account existing facilities, projected needs, and stages of institutional development.

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Chapter I

COMPREHENSIVE COMMUNITY COLLEGE EDUCATION

Higher education for the 1970's and beyond must respond to a dynamic society. The impact of technology on the one hand and democracy on the other demonstrates clearly that some long-cherished beliefs about higher education are no longer tenable. The idea that liberal arts education is for a talented and wealthy elite and that practical and vocational education is for those who will work with their hands is no longer accepted. In America rich and poor alike work and those with the most education often work the hardest. Aristotle's dictum that "the proper aim of education is the wise use of leisure" is hardly adequate for our society, either on economic grounds or in the socio-political arena.

The community junior college movement in America has, for nearly three decades, led the way in providing the kind and level of education needed by members of a free society as they attempt to meet the demands for increased economic productivity and more effective citizenship.

With its beginnings traceable to the first decade of the Twentieth Century, the community college movement has become, in subsequent years, a unique American contribution to higher (i.e., postsecondary) education. The early junior colleges in Illinois, California, and Michigan were upward extensions of secondary schools providing academic offerings parallel to the lower division of colleges and universities. It was not until the early 1930's that occupational education was initiated in one of the California junior colleges. The needs of the pre-World War II "arsenal of democracy" period and those of the war itself brought vocational-technical education into the nation's junior colleges on a broad scale and began the transformation of these colleges from lower division academic colleges into the comprehensive community colleges which are now available in almost every state.

The post-World War II influx of returning veterans swelled enrollments beyond all expectations and hundreds of thousands of these young men were given one- and two-year programs of occupational training. During the 1950's several hundred new junior colleges were established and by the end of the decade there were more than 650 public two-year colleges in the country. These are now usually referred to as "community colleges" as a result of the use of this terminology by the President's (Truman) Commission on Higher Education in 1947 and recent laws in many states.

Several forces combined in the 1960's to turn expansion into explosion. Under the spur of Russia's lead with Sputnik, the nation re-emphasized technical and scientific training; by the mid-60's the post-war babies were ready for college by the millions; and the nature of the U. S. economy had become capital-intensive rather than labor-intensive, with a consequent high demand for persons with increased levels of education and very little demand for persons without education. Even the high school diploma, long a guarantee of a white collar job, had lost its currency.

New community colleges were added during the 1960's at a rate averaging 30-50 per year. By 1970 there were more than 1,100 two-year colleges (every state in the union being represented) enrolling nearly 2.3 million students. The Carnegie Commission on Higher Education has recently estimated that during the 1970's, 175 to 235 additional community colleges should be put into operation in the United States.[1] Their estimate of total enrollment in these institutions by 1980 is 3.7 million or 35 per cent of all students enrolled in undergraduate higher education in the nation. The Commission suggested that West Virginia should plan to add three or four such colleges in addition to the junior colleges and two-year branches now in operation.[2]

The Changing Needs of Society

Higher education for the 1970's and beyond must continue to respond to change. It must be recast in form and altered in substance so that, in two-year colleges, at least, it includes both general education as well as career education. As plans are developed for the permanency of change, those responsible must learn to deal with all of the following characteristics of this era:

1. The explosion of technology and science, doubling our knowledge every decade.
2. The increasing complexity of life in all its facets - political, economic, cultural, societal, and intellectual.
3. The impact of automation on jobs and man.
4. The fact that lack of education, not education itself, is today's preparation for idleness.
5. Strong indications that middle manpower education for the future will have to be conducted at the post high school level.
6. The urgent need for millions of well-informed and adequately trained citizens - people who can both think and work - people who can be economically productive in a nation where unskilled jobs have almost disappeared.

The comprehensive community college is uniquely suited to the tasks implicit in the above comments on current society. These colleges will serve a group of students new to higher education. While it must be emphasized that two-year colleges will enroll many very able, even superior, students who will "transfer" to another institution for completing the baccalaureate degree, the central thrust of these institutions will focus upon the education of thousands of average youth who may not have been able to take full advantage of continued education in the past. The public community college is the comprehensive institution which has accepted the challenge to provide career and general education matched to the interests and abilities of all youth and adults.

The Spectrum of Middle Manpower

As a result of the technological revolution, a completely new spectrum of occupations has developed in between the professional and managerial jobs on

[1] The Carnegie Commission on Higher Education, *New Students and New Places*, McGraw-Hill Book Company, New York, 1971.

[2] The Carnegie Commission on Higher Education, *The Open-Door Colleges*, McGraw-Hill Book Company, New York, 1970, p. 37.

the one hand and the trade and craft jobs on the other. These new "semi-professional," technical, or "middle manpower" jobs have increased by the hundreds of thousands in the past three decades until today we find that such segments of the economy as industry, business, agriculture, health and medicine, and public services are almost as dependent on the contributions of semi-professional and technical personnel as they are on the work of professionals themselves. Chart A-1 in Appendix A gives some idea of the dimensions of middle manpower, and Table A-2 in Appendix A shows how middle manpower is distributed among occupational groups.

Loosely defined, "middle manpower" can be described as that portion of the total manpower spectrum which is concerned with jobs with a balanced cognitive-manipulative content. At one end of the middle manpower band are jobs which are nearly professional in nature (e.g., science research technician or registered nurse) in which there is a high cognitive-to-manipulative ratio; while at the other end are jobs which relate closely to the trades and crafts (e.g., television service technician, appliance repairman) where the cognitive-to-manipulative ratio is reversed. (See Appendix A, Chart A-3) In general, but there are many exceptions, it can be said that middle manpower occupations require post high school education and training of one, two, or three years, but that for most of the jobs a baccalaureate degree is not a requirement for entry into the job nor for successful performance on the job. Much of the education and training for middle manpower jobs can be accomplished in programs with a "cluster concept," meaning that the educational program is broad enough and contains enough theoretical and cognitive content that the graduate can be successful (at entry levels) in any of several related jobs in a "cluster" or field. Thus, for example, the engineering technician can successfully adapt to a wide range of jobs in industry, and the graphic arts technician can move into any one of several occupations in the printing trades.

The Comprehensive Community College: Purposes

In the foregoing paragraphs, emphasis has been on postsecondary occupational education. The modern community college, however, has an equally important role to play in discharging its more traditional responsibility for quality education of "transfer students." And today, with the "open door" concept, these colleges must, of necessity, undertake the task of developmental education. Here, then, is an institution with diverse purposes, addressing itself to the educational needs of the nation today. The following statements can be considered as descriptive of most public conmprehensive community colleges:

1. Tution charges are nominal—in a few states entirely absent.
2. Admission standards are not restrictive. In many states the "open door" policy is in effect—any high school graduate or any person over the age for attending high school (18) may be admitted to the college. (Admission to specific courses or programs, however, is most often limited to those whose prior preparation would promise some degree of success.)
3. A lower division program of arts and sciences (the transfer or "college parallel" program) is offered for students whose goal is the eventual completion of a baccalaureate degree, and whose demonstrated aptitude is commensurate with college-level work in these fields.

4. A comprehensive program of one-year and two-year curriculums in occupational education is offered. In addition, a wide variety of occupational courses is offered for anyone in the community who wants to enroll either as a full- or part-time student in the day or evening.
5. Considerable emphasis is placed on general education, both in the college-parallel program, and in the two-year occupational programs.
6. The associate degree is awarded upon completion of both the college-parallel and the occupational education programs, provided general education requirements and credit-hour requirements (usually 60 semester-hour credits minimum) are met.
7. Guidance and counseling services are provided for all students—youth and adults, day and evening, full-time or part-time.
8. A program of continuing education and community services is offered. Frequently, this program involves greater numbers of persons in day and evening classes and other part-time activities than are enrolled in the regular day degree and certificate programs.
9. There is generally a commitment to providing opportunity to all who can profit from post high school education and training.
10. The institution relates to the community it serves by developing programs and services in response to the needs, opportunities and resources of the area served.
11. The college is accessible to students; i.e., classes and other activities are carried out in locations as near as possible to the population served.

The comprehensive community college, then, is an institution with a fourfold purpose: (1) occupational education with special attention to those students whose career goals center around the middle manpower occupations; (2) academic, liberal arts, and pre-professional education for baccalaureate degree bound students; (3) general education for all who have the desire and the perseverance to profit from it; and (4) continuing education and other community services.

These goals and purposes of community colleges are admittedly diverse, because the needs of communities are diverse. *Quality within diversity* is the goal which community colleges seek, and although such a goal is perhaps never completely attained, the reaching process itself serves as a quality control mechanism.

The students served by comprehensive community colleges typically are students who would not be served by other types of institutions. They are those who often do not select the baccalaureate institutions, who are not able to afford the expenses of fees and/or living away from home, who are not interested in the programs available in the existing public and private colleges, and who ordinarily would not be able to continue their education except to work and study on a part-time basis.

Trends As Viewed by National Committees

Some states have developed area vocational-technical schools (AVTS) as an adjunct to the comprehensive high school to provide vocational education.

Although serving primarily the needs of high school students, some AVTS's attempt to provide postsecondary occupational education as well using federal funds and student tuition to meet the costs. However, there are a number of reasons why such groups as the Carnegie Commission on Higher Education and the 1971 Task Force of the U. S. Department of Health, Education and Welfare[3] have recommended the comprehensive community college as being a more desirable institution for providing educational opportunity at the postsecondary level:

1. The community college is totally concerned with programs to serve youth and adults beyond high school. On the other hand, secondary level area vocational-technical schools (AVTS's) and four-year colleges properly regard two-year *postsecondary occupational* education as something outside the central thrust of their effort.
2. The community college awards credit for its occupational education courses and awards the associate degree for completion of two-year vocational-technical programs. AVTS's operated as a part of secondary school systems do not offer college credits or degrees.
3. Community colleges offer developmental (remedial) basic education and general education programs designed to improve basic-skills deficiencies so that students may succeed in technical and semi-professional courses.
4. Community colleges maintain libraries, instructional resource centers, guidance and counseling centers, and college-level laboratories, all of which contribute to thorough occupational preparation.
5. From the viewpoint of occupational mobility, community college credits and degrees can later be transferred (in many programs) to certain colleges which offer baccalaureate degrees in technology fields.
6. High school graduates have an understandable reluctance about returning to a secondary level vocational school for occupational education, as demonstrated by the characteristically low enrollments in postsecondary courses operated by AVTS's in many states. High school graduates interested in further education and training prefer to take that training in a college.
7. Increasingly, middle manpower jobs require one or more years of collegiate-technical education, and many such jobs require the associate degree. Both prudence and wisdom dictate that the best investment of resources for postsecondary occupational education will be in the programs offered at the community colleges.

West Virginia's Two-Year Colleges

Two-year postsecondary education had early beginnings in West Virginia. A preparatory branch of West Virginia University that was later to become West Virginia Institute of Technology was established at Montgomery in 1895. A similar branch, Potomac State College, was established at Keyser in 1901. As this level of higher education expanded through the 1930's and 1940's most programs were limited to college transfer type courses. Strayer, in his survey of

[3]*Report on Higher Education*, U. S. Department of Health, Education, and Welfare, March, 1971.

education in West Virginia in 1945, strongly urged the creation of two-year terminal programs in all institutions of higher education in the state.[4] Strayer's recommendation was reinforced by another study of West Virginia higher education completed in 1956.[5] This survey found that only Bluefield and West Virginia State Colleges offered terminal vocational programs and that three of the colleges did not offer any two-year programs for which the Associate in Arts or Sciences degree was awarded. Two other colleges offered the degree only in the area of general education.

Legislation permitting the establishment of two-year branch colleges offering liberal arts, terminal education, and adult education programs was passed by the State Legislature in March, 1961. Subsequently, a branch of West Virginia University at Parkersburg, branches of Marshall University at Williamson and Logan, and a branch of West Liberty State College in Hancock County were established.

The original statue provided that the branch colleges were to be wholly self-supporting. However, legislation was passed in 1967 which removed this restriction and granted greater freedom including the receipt and expenditure of funds appropriated by the Legislature. The 1967 Legislature did appropriate monies to the parent institutions to be used by the branch colleges.

The 1967 Legislature also provided that facilities and capital improvements should be the responsibility of local governmental bodies, corporation, or persons. This responsibility has not resulted in a great deal of local support for these purposes.

Major emphasis in the branch colleges and in the two-year offerings of the four-year colleges traditionally has been on the college transfer programs. A study completed in 1966 concluded that occupationally oriented curricula at the college level were imperative.[6]

Several major conclusions regarding two-year programs were made in a report to the West Virginia Board of Regents by a consultant team appointed at the Regents' request by the Southern Regional Education Board.[7] The study team found that the two-year offerings were limited in scope, were numerically unproductive, had little status on campus, and were ineffectively distributed in the State. The report recommended the establishment of a comprehensive community college system.

The Sixtieth Session of the West Virginia Legislature saw the enactment of two measures designed to aid in the development of a comprehensive community college system. House Concurrent Resolution No. 16 directed the Board of Regents to formulate and recommend to the Governor and Legislature a State plan for the establishment, operation, and maintenance of a State system

[4]George D. Strayer, *A Report of a Survey of Public Higher Education in the State of West Virginia*, Legislative Interim Committee, State of West Virginia, 1945, pp. 673-676.

[5]*Public Higher Education in West Virginia*, Legislative Interim Committee, State of West Virginia, 1956.

[6]*Higher Education in West Virginia A Self Assessment*, West Virginia Committee on Higher Education, Vol. 3, October 31, 1966, pp. 44, 63.

[7]*Assessment of Two-Year College Needs in West Virginia*, West Virginia Board of Regents, August, 1970.

of comprehensive community colleges. Senate Bill 255 authorized the Board of Regents to sever the branch campuses from the parent institution and convert them to community colleges responsible directly to the Regents.

By Board action effective July 1, 1971, the Parkersburg Branch of West Virginia University became Parkersburg Community College and the Williamson and Logan Branches of Marshall University became a dual campus community college named the Southern West Virginia Community College.

Career Education in West Virginia

Other than the programs described above, there is limited opportunity in West Virginia for occupational education at the post high school level. The State Plan for Vocational Education[8] describes plans which would establish programs in occupational education at the post high school level in area vocational-technical schools. These plans have been implemented only in part as of this time and are not coordinated with similar programs administered under the Board of Regents. Problems which hamper development of vocational-technical education in West Virginia are many, but the two major ones are: financial resources made available to the vocational-technical schools have been limited, and the lack of clarity in assigning specific responsibility to the Board of Regents.

Opportunities in proprietary and similar schools are also generally not well distributed. Courses in secretarial studies, computer programming, drafting, and similar areas are currently available in the larger urban centers such as Charleston, Wheeling, Parkersburg, and Bluefield. Fees in these schools will, in some instances, prevent many students from taking advantage of the opportunity.

Summary

America's unique contribution to higher education is comprehensive community college education which came about as an inventive and resourceful response to the demands of a changing complex era. The freedoms and rights espoused by our forefathers led naturally to the conclusion that every citizen should have available to him access to develop his abilities and skills to the maximum.

Community college education provides comprehensive programs designed to open a variety of avenues to the diverse student population served. Middle manpower employment or transfer to the upper division of baccalaureate institutions may be the goal of recent high school graduates while job upgrading or retraining for new jobs may be the goal of adults. All these and other needs are provided for within the comprehensive community college.

West Virginia has, up to the present time, played a very small part in the American development of community college education. However, as the next chapter will show, such comprehensive community college education in the State now requires special attention.

[8] *A State Plan for the Administration of Vocational Education, Part III–Annual Program Provisions FY 1972*, West Virginia Board of Education, April 20, 1971, pp. 32, 33.

Chapter II

PRESENT STATUS OF COMMUNITY COLLEGE EDUCATION IN WEST VIRGINIA

West Virginia has a variety of educational institutions which provide, as part of their curricula, programs generally found in a community college. There have been no statewide programs, however, and community college education has been segmented and unplanned. Some four-year institutions have attempted to add two-year programs to their primary baccalaureate mission, while others have established branches. In addition, the State Department of Education supervises postsecondary vocational educational programs in the several area vocational schools throughout the State. Postsecondary offerings are also available through the private two- and four-year collegiate institutions and the privately operated business or commercial schools, beautician and barber schools, and nurses' training programs. At present, the range of offerings and the number of graduates completing these programs are limited.

Associate Degree Programs in Public Institutions

A total of 50 different associate degree programs were available in the public system of higher education in 1970-71, although there were 11 programs in which no degrees were conferred. Six hundred forty-nine degrees were awarded during this time period. The number of two-year programs offered by a single degree-granting institution ranged from a high of 17 at West Virginia Institute of Technology to a low of 3 at Glenville State College.

Occupational associate degree programs in the comprehensive community colleges across the country are viewed as a solution to shortages of trained manpower in technical fields. Traditionally, however, West Virginia institutions of higher education have stressed the transfer function of two-year programs rather than occupational education. The low enrollment and productivity of the occupational programs as compared to total enrollments and programs in the two- and four-year colleges further substantiate this conclusion.

A comparison of the total number of associate degrees granted and the enrollment in the two-year programs in the two- and four-year institutions may be seen in Appendix A, Table A-4. Total headcount enrollment of 1,735 in occupational programs in the four-year colleges and universities represents only 7.5 per cent of the total lower-level enrollment of 23,182 in the fall semester 1970-71. After removing West Virginia University and Concord College, which do not offer associate degrees, the figure remains significantly low at 11.2 per cent. The two-year branch institutions show only 22.5 per cent (655 of a total of 2,916) of their enrollments in occupational programs. Despite a 13.6 per cent increase in the total number of associate degrees conferred in 1970-71 in public colleges as compared to 1969-70 (649 versus 571), the total number remains low as related to the demands for graduates of these occupational programs.

Private Higher Education

The curricula of the four-year private colleges are primarily designed to provide liberal arts and teacher education programs; however, several of the

colleges offer a few selected associate degree programs. The private two-year institutions, although offering some occupational degrees, concentrate on college parallel programs. A summary of the two-year programs offered by the private two- and four-year institutions and the number of associate degrees awarded in 1970-71 may be seen in Appendix A, Table A-5. A total of 317 associate degrees were awarded in 1970-71. The private colleges enrolled 297 students in terminal-occupational programs in the first semester 1970-71. The total headcount enrollment for the private colleges was 11,467.

As with the public colleges and universities, associate degree programs in the private four-year colleges appear to be a secondary function. Furthermore, since many students attending the private institutions are from other states, their programs are not focused upon West Virginia. Beckley College has recently added associate degree programs in legal secretarial studies, in medical technology, and in teacher aide training. These are new programs and, at this time, serve a relatively small number of students.

Vocational-Technical Education

In addition to the programs offered by the collegiate institutions in the State, there are other postsecondary educational opportunities available through area vocational schools operated by county school systems under the supervision of the State Board of Vocational Education. In 1970-71, fourteen area vocational centers conducted postsecondary programs enrolling a total of 492 students. These courses were offered in addition to the adult basic education courses and included such programs as electronics, practical nursing, and secretarial studies.[1]

In 1970-71, eighteen county area vocational-technical centers and three multi-county centers, each serving three counties, were in operation.[2] A new area vocational-technical school is scheduled to open in 1971-72. Plans of the State Department of Education call for the addition of eight county vocational centers and one multi-county center serving two counties in 1972. All of these new facilities apparently are designed to provide for both secondary and postsecondary programs. The total cost for construction of these facilities is projected to be $10,925,000. The State Department of Education plan for vocational education also outlines the construction of three additional multi-county and one county unit in 1975.[3]

Total expenditures for postsecondary vocational education programs administered by the State Department of Education in 1970-71 were reported as $856,303. Federal funds amounted to $556,303 with $300,000 coming from local sources. Apparently, State funds were not appropriated for this purpose. Mr. Fred W. Eberle, State Director of Vocational Education, estimates that annually approximately 35 per cent of the federal funds for postsecondary

[1] *A State Plan for the Administration of Vocational Education, Part III–Annual Program Provisions FY 1972*, West Virginia Board of Education, April 20, 1971, pp. 32, 33.

[2] *A State Plan for the Administration of Vocational Education, Part II, Long-Range Program Plan Provisions FY 1972*, West Virginia Board of Education, April 20, 1971, pp. 20, 21.

[3] *State Plan, Part III*, pp. 44-47.

programs has been assigned to the institutions of higher education. The remainder of the funds are allocated to area vocational-technical centers for postsecondary programs.

Establishment of a vocational education training center in each of the State planning regions was projected in 1968 by the State Director of Vocational Education. These nine centers were proposed in order to provide adult and postsecondary programs which would assist in economic growth of the State through the development of human resources. The estimated cost for these training centers was $18,000,000.[4]

Proprietary Schools

Although this study is concerned primarily with the community college level of education, it is appropriate to mention educational opportunities available outside the spectrum of public higher education. Proprietary schools have served a large number of West Virginians through the years. A survey conducted by the West Virginia Department of Education in 1969 showed that 1,450 students who graduated from high school in 1969 went on to post high school study in a business or commercial school, school of nursing, or a barber or beautician school.[5]

As of January 27, 1971, the West Virginia Department of Education lists 12 business and commercial colleges; 1 school of practical nursing; 10 schools of nursing (2 are located in private institutions of higher education); 17 schools of X-ray technology; 12 schools of beauty culture; and 4 schools of barbering.

These colleges or schools make no attempt to serve the State of West Virginia on a planned basis and are largely located in urban areas. The portion of the total age group served by them will be limited.

Community Colleges, Branches, and Centers

While the two-year branch colleges have provided access for many students in the past, the total number of students served has been limited as previously stated. In the fall of 1971 Potomac State College, a branch of West Virginia University, experienced a 0.4 per cent enrollment increase and the Hancock County Branch of West Liberty State College had an enrollment decrease of 2.7 per cent as compared with the previous year. Although these two branches have limited career programs available, student enrollment in the institutions has not grown significantly.

Similarly, the Wheeling Center of West Liberty State College has not experienced a significant increase in enrollment. Its fall 1970 headcount enrollment was 665 and its fall 1971 enrollment was 672.

A careful analysis of the causes for these enrollment situations may reveal the need for more comprehensive programs of instruction and more encouragement to broaden the curricula. West Virginia's two community colleges, established in 1971 by the Board of Regents, have attracted larger student populations by developing comprehensive programs. Parkersburg Community

[4]Fred W. Eberle, "Legislative Proposal, Establish a System of State Funded Adult and Postsecondary Programs and Facilities," Bureau of Vocational, Technical and Adult Education, August 16, 1968.

[5]"Continuing Education Survey," West Virginia Department of Education, 1969.

College had an enrollment increase of 51.3 per cent while Southern West Virginia Community College increased 19.7 per cent in the fall semester of 1971-72. These institutions existed as branches in 1970-71. It is estimated that most of this increase reflects enrollment of students who normally would not have continued their education beyond high school.

Finance

A direct allocation by the Board of Regents of $2,158,873 has been made to the Parkersburg Community College, Southern West Virginia Community College, the Hancock County Branch of West Liberty State College and Potomac State College of West Virginia University for fiscal year 1971-72. The total operating budget for these institutions for the fiscal year 1971-72 is $2,969,416. The budgets by functional category are shown in Table 2-1. Other revenue from student fees, grants, etc., accounts for the difference between the Board of Regents' direct allocation and the total operating budget for each institution.

Estimated expenditures for two-year programs in the four-year institutions during fiscal 1971-72 are shown in Table 2-2. These estimates were made by institutional officials and represent expenditures from all sources. The combined total of the operating budgets of the two-year institutions and the estimated expenditures from the four-year institutions is $4,048,152. This amount represents the estimated expenditures to be made for fiscal 1971-72 for two-year programs in all West Virginia public colleges and universities.

Table 2-1

FISCAL 1971-72 BUDGETS BY FUNCTIONAL CATEGORY OF SELECTED TWO-YEAR COLLEGIATE INSTITUTIONS

Category	Parkersburg	Southern W. Va. Community College	Hancock Branch	Potomac State	TOTAL
Administration & General	$ 143,231	$ 93,021	$ 29,926	$ 238,337	$ 504,515
Instruction	636,730	424,372	111,804	660,569	1,833,475
Library	52,385	30,112	35,000	48,393	165,890
Maintenance & Custodial	158,411	30,080	0	189,943	378,434
Extension & Public Service	14,510	0	0	0	14,510
Organized Research	0	0	0	0	0
Organized Activities	0	0	0	72,592	72,592
TOTAL	$1,005,267	$577,585	$176,730	$1,209,834	$2,969,416
Board of Regents Direct Allocation	$ 680,648	$323,000	$ 65,200	$1,090,025	$2,158,873

Source: West Virginia Board of Regents.

Factors Affecting the Development of Two-Year Programs

Previous sections of this study have discussed the low productivity and relatively underdeveloped status of two-year programs in West Virginia. Many factors have contributed to this underdevelopment and although it is difficult to

Table 2-2

ESTIMATED EXPENDITURES 1971-72
TWO-YEAR PROGRAMS IN FOUR-YEAR INSTITUTIONS

Institution	Amount
Marshall University	$ 160,980
Bluefield	45,247
Fairmont	137,050
Glenville	67,600
Shepherd	26,202
West Liberty	140,000
W. Va. Institute of Technology	325,000
West Virginia State	176,657
TOTAL	$1,078,736

NOTE: These are estimates and are not actual program costs. They may be conservative or liberal depending upon the judgment of the various individuals who helped in this estimating.

pinpoint all, the following, without attempting to list a priority, should be considered as significant:

1. *Geography.* The extremely mountainous regions of West Virginia and undeveloped transportation systems preclude the establishment of commuter campuses in most areas. Low population density in rural areas has also adversely affected the establishment of what is described as a typical comprehensive community college.
2. *Parental Attitudess and Values.* Education has long been viewed as the answer to most of the socio-economic problems associated with Appalachia. Studies have found that, in general, West Virginians view a college education as a four-year baccalaureate degree program. As a consequence, these attitudes and values carry over into the public school systems where most counseling and guidance seems to be oriented toward the four-year college. Counselors have, however, also been restricted by the limited alternatives in higher education in the state.
3. *Institutional Priorities.* Colleges and universities have emphasized the development of baccalaureate programs. They have concentrated their efforts upon the development of such programs as teacher education and business administration with only limited development of two-year occupational education programs.
4. *Coordination.* The direction of higher education in West Virginia has been basically determined at the institutional level. Uncoordinated development of higher education has permitted institutions to meet local needs as perceived by the institution, but broader statewide problems have not been systematically addressed.
5. *State Economic and Occupational Structure.* The basic industries in West Virginia—coal and chemicals—have not, until recent years, expressed significant demands for graduates of two-year programs. Industry has been able to fill positions with graduates holding the baccalaureate degree, often from outside the State.

In addition to the need of industry, the demand for other types of college programs has been small due to the large per cent of West Virginia college-bound students who enter teaching training programs. As a result of the dominance of teacher training programs, West Virginia has furnished an extraordinary number of teachers to school systems in other states. Now that the supply of teachers in certain specialties is far exceeding the demand, West Virginia higher education must explore new means of broadening educational opportunities.

6. *Motivation from Other Agencies and Organizations.* Governmental agencies, industry, and business have done very little in promoting less than baccalaureate degree education. Planning essential for economic development of the State has been fragmented and basic elements such as manpower needs assessments and manpower projections have been limited. Subsequent development of educational programs related to meeting manpower needs has not been coordinated but instead has been piecemeal, designed to meet immediate needs.
7. *Availability of Facilities.* Facilities are currently available to a greater extent than can be effectively used in some locations for existing programs while a paucity is found in other locations. This situation makes institutional and statewide planning more difficult especially when considering the assignment of roles to institutions.
8. *Image of the Two-Year Program.* Students enrolled in two-year programs, particularly those who demonstrate high ability, are often encouraged to change into four-year programs. This procedure tends to place an unfavorable priority on the two-year programs in the eyes of the student, but is most often the accepted procedure when both two- and four-year programs are offered by the institution unless there is special attention given to the two-year programs. This practice might explain why the degree productivity in two-year programs has remained relatively low in West Virginia.

Summary

Although West Virginia has made several attempts to provide a broad program of occupational-technical education at the post high school level, the needs of the people in this State have not yet been met. Previous studies have repeatedly emphasized the need for greater opportunity in the areas of career education in particular and post high school education in general in order to meet the anticipated demands of the 1970's. If West Virginia is to develop a soundly based economic and social system, a careful analysis of the current status and future needs of education at this post high school level is essential.

Chapter III

STATE LEVEL RESPONSIBILITY FOR COMPREHENSIVE COMMUNITY COLLEGE EDUCATION IN WEST VIRGINIA

The major concern of this study has been to evolve an educational plan which assures accountability to the citizens of West Virginia. State level responsibility for the prudent use of public funds is only one aspect of such accountability. Appropriate educational programs and services, available to all citizens, directed to the specific needs and potential of individuals as well as to the requirements of the economy of the State (including business, industry, and government) also represent aspects of accountability.

Experience in other states illustrates the tragedy of waste and inefficient use of human resources and public funds when vague or inadequate provisions are made for educational services. Analysis of the existing postsecondary education programs in West Virginia when associated with the fact that its various phases have been developed by different educational jurisdictions points to the possibility that West Virginia could make the same mistakes that have more often than not characterized procedures in other states.

The experience which has been gained in those states where educational opportunity at the post high school level is more generally available indicates the necessity of operating within a framework of established principles in planning for the creation and development of a statewide system of comprehensive community college education.

Some general principles which may be used to guide the development of a comprehensive community college program are summarized as follows:

1. A comprehensive community college plan should reflect the special needs and circumstances of the state which it is designed to serve. There is great variety in the structures as well as the master plans among the several states. Some states are highly organized with implementation centered at the state level; other states have strong orientation at the local level.
2. Comprehensive community college education must have a clear identity within the state's higher education organization. There is a great deal of evidence indicating that the successful comprehensive community college systems provide adequate identification and support for this level of higher education clearly separate and apart from other levels of education.
3. Comprehensive community college education including all postsecondary occupational educational programs should be within a single administrative structure. This is desirable not only to promote efficiency and economy, but also to provide accountability and evaluation.
4. The success of the comprehensive community college development is dependent upon certain commitments which are understood and

accepted by the leadership as well as the people of a state. These are:

a. A commitment to a comprehensive postsecondary program curriculums and courses for both career oriented and liberal arts students; for students with a wide range of academic ability; for full-time students and part-time students; for youth and adults.
b. A commitment to quality instruction in all courses and curriculums, with rigor and level suited to the purpose of each course or program; and to developmental and remedial programs, so that every student may realize his full educational and occupational potential.
c. A commitment to counseling, guidance, placement, and the variety of student personnel services which are needed by the diversity of students who are served.
d. A commitment to community service including the variety of activities and programs necessary for community and regional improvement.
e. A commitment to increase the overall level of education in the state, to promote more effective citizenship; and to foster manpower development and economic growth.

These principles should guide decisions which must be made in order to implement a plan for comprehensive community college education services. There are, however, several problems in West Virginia which require specific attention.

1. There is, at present, *inadequate access to higher education* in West Virginia. Some sections of the State have opportunities which are not available to persons who reside in other sections. Low patterns of attendance in some areas as compared with other areas result from a number of factors which are peculiar to West Virginia.
2. There is, at present, *insufficient opportunity for career education* within West Virginia. Little information relating to manpower needs and their implications for educational opportunity is available. The citizens of West Virginia find their current educational alternatives severely limited and inadequate to meet their personal needs.
3. West Virginia is currently operating *at the postsecondary level two systems of occupational education.* One system is controlled through the State Board of Education in area vocational schools and the other through the Board of Regents in the institutions of higher education. Duplication of vocational-technical facilities is already a reality and potentially may develop into a major and costly problem for the state unless ways of coordinating are developed and enforced.

Problem 1 Inadequate Access

The findings of the Southern Regional Education Board team in August, 1970, reveal the gap in postsecondary education which must be addressed by the Board of Regents in its planning and programming of higher education. The report of that team notes that West Virginia "trails behind both nation and region" in comprehensive community college education type programs in spite of being in the upper third of the nation's states in per capita support for all of higher education. The table used in that report to show the educational

retention rate in West Virginia as compared to the national rate revealed that while 72 of each 100 fifth graders in the United States graduate from high school and 40 of those enter college, in West Virginia only 61 of every 100 fifth graders graduate from high school and only 24 enter college. The same table shows only 12 of those West Virginians actually receive 4-year degrees.[1]

The 1970 report suggests that West Virginia has "an educational void" in the less than baccalaureate programs represented by comprehensive community college education. While two-year college enrollments in the United States constitute 25 per cent of the total of all enrollments, and this figure is increasing, in West Virginia two-year college enrollments are only 1.5 per cent of the total.

It is clear, therefore, that access for educational opportunity beyond high school should serve large segments of the high school graduating class presently not continuing as well as those adults who, for one reason or another, did not complete their high school education. It is estimated that approximately 35,000 West Virginians might benefit from such an opportunity.

Comprehensive community college education provides avenues for adults and high school graduates alike to a variety of types and levels of education whereby they can begin at their own level and then progress to the level appropriate to their goals. Put another way, comprehensive community colleges are sometimes described as the place to begin for those beyond high school age who need a door opened to new occupational careers or to higher levels of baccalaureate study or to new stages of personal and cultural development.

Problem 2—Insufficient Opportunity for Career Education

The study of two-year college needs in West Virginia[2] documented the discrepancy between the present supply of two-year graduates (associate degree) and the present and expected future demand for middle manpower workers in the State. As background information, certain tabular data from that study are included herein.

Table 3-1 provides information on West Virginia employment by occupational groups for 1964 and projections for 1975. It can be noted that the largest percentage increases, 1964-75, are expected in those segments of the labor force which include the middle manpower occupations (professional and technical; managers, officials, and proprietors, clerical workers; craftsmen and foremen; sales workers; and service workers).

Table 3-2 reassembles data from Table 3-1, and gives some indication of the State's annual manpower demands by educational level for the period 1964-1975. The column headed "2-Years Beyond High School" contains estimates (based on the actual percentage pattern prevailing in the United States in 1968) of the number of persons with two years of postsecondary education needed in each of the occupational categories listed in the left column.

Table 3-3 presents data on associate degrees awarded in West Virginia institutions of higher education for the year 1970-71. Only 966 degrees were

[1] *Assessment of Two-Year College Needs in West Virginia*, West Virginia Board of Regents, August, 1970, p. 4.

[2] *Ibid*, pp. 10-12.

Table 3-1

WEST VIRGINIA EMPLOYMENT BY OCCUPATIONAL GROUPS 1964 AND PROJECTIONS FOR 1975

Item or Occupation	1964 Employment	1975 Projections	% of Increase 1964-75	Average Employment Increase Per Year
Total Civilian Employment	548,000	670,000	+22.3	11,100
White Collar Employment	206,300	282,100	+36.7	6,900
Professional & Technical Worker	60,800	89,800	+47.7	2,600
Managers, Officials & Proprietors	41,100	56,500	+37.5	1,400
Clerical Workers	63,300	85,800	+35.5	2,000
Sales Workers	41,100	50,000	+21.7	800
Blue Collar Workers	249,700	287,500	+15.1	3,400
Craftsmen and Foremen	82,200	103,500	+25.9	1,900
Operatives	128,500	143,600	+11.8	1,400
Laborers	39,000	40,400	+ 3.6	100
Private Household Workers	13,400	16,300	+21.7	300
Other Service Workers	44,800	71,000	+58.4	2,400
Farm Occupations	33,800	13,100	-61.2	1,900

SOURCE: Adapted from statistics provided by the Division of Research and Statistics of the Department of Employment Security, West Virginia.

Table 3-2

ANNUAL MANPOWER DEMAND BY EDUCATIONAL LEVEL, WEST VIRGINIA

		Assumed Education Level		
	Annual Increases	2-Years Beyond High School	Bachelor's Level	Beyond Bachelor's Level
Professional & Technical	2,600	500	800	700
Managers & proprietors	1,400	250	200	75
Clerical workers	2,000	375	75	25
Sales workers	800	150	75	...
Craftsmen & foremen	1,900	175	25	...
Operatives	1,400	75	...	...
Laborers	100	...	...	...
Private household workers	300	...	...	...
Other service workers	2,400	225	25	...
Farm occupations	...	...	...	...
	12,900	1,750	1,200	800
Plus annual replacement	30,000	4,000	2,900	2,000
Total demand	42,900	5,750	4,100	2,800

SOURCE: Annual increases from Table 3-1, this report. Distribution of educational levels is based on the actual pattern prevailing in the United States in 1968 as reported in U. S. Department of Labor, *Special Labor Force Report, No. 103.* An annual replacement rate of about 6 per cent is assumed.

Table 3-3

ASSOCIATE DEGREES AWARDED 1970-71
WEST VIRGINIA INSTITUTIONS OF HIGHER EDUCATION

PROGRAM	DEGREES
Accounting	14
Agriculture	12
Commerce	15
Computer Science	17
Dental Assisting	19
Dental Hygiene	35
Design & Drafting	8
Electronics	7
Engineering Technology	4
Architectural	6
Chemical	4
Civil	20
Electrical	55
Mechanical	21
Forest Technology	14
General Business	101
General Education (A.A.)	305
Home Economics	5
Industrial Technology	11
Law Enforcement	2
Nursing	163
Retailing	10
Radiologic Tehncology	21
Secretarial Studies	89
Other	21
TOTAL	977

SOURCE: West Virginia Board of Regents.

awarded, and of these, 305 were in the field of general studies, leaving only 661 degree completions in two-year programs related to middle manpower careers.

It is clear from a brief analysis of the information presented in Table 3-2 and 3-3 that, with an annual manpower demand of 5,750 *new entrants* to the labor market whose educational preparation is of the order of two years beyond high school, and a 1970-71 supply of only 661 associate degree graduates in collegiate technical programs, there is a disastrous gap between supply and demand.

Lest too much emphasis be placed on the associate degree, *total enrollments* should be examined, since it is true that many persons may achieve occupational competence by finishing only a portion of a postsecondary training program without actually obtaining the associate degree. Total enrollment in occupational programs in the colleges in 1970-71 was 2,697. Granted that some of these students may achieve occupational competence without graduating, the gap between annual supply and present and projected demand is still alarming.

Further, it should be mentioned that there are a number of postsecondary occupational programs now being offered by area vocational-technical schools in the State in facilities provided by the public schools for secondary level vocational education. The 1970-71 enrollment in technical/occupational pro-

grams (postsecondary level) at these centers was reported to be 492 students.[3] These programs do not lead to the associate degree and, further, nearly one-half of the enrollment is in one field – practical nursing.

The total enrollment statewide in postsecondary technical occupational education during 1970-71, derived by adding the occupational enrollment in colleges and universities (2,697) to the AVTS enrollment (492) is 3,189. Compared to the estimated annual need of 5,750 new entrants at the middle manpower level, it is readily apparent that the supply is still far less than the need.

It should be pointed out that, even in the current economic recession with a "soft" job market at other job levels (including professionals) the demand for the middle manpower workers such as technicians, allied health workers, human service workers, secretaries, mechanics, and skilled craftsmen continues unabated.

With enrollments running much less than the projected annual demand for new entrants to the middle manpower work force, and with associate degree completions running at only about 11 per cent of the annual need (661 compared to 5,750), it is painfully apparent that lack of education for middle manpower careers is a major social and economic problem to which West Virginia must address itself at the earliest opportunity.

Problem 3 – Two Systems of Occupational Education at the Postsecondary Level

There are currently several programs of postsecondary vocational-technical education being operated under the auspices of the public schools (K-12) at certain area vocational-technical schools (AVTS's) such as the Mercer County AVTS, the James Rumsey AVTS, and others. Long-range plans, already on file with the State Board of Education, incorporate proposals for a significant expansion statewide, of space, facilities, and equipment for *postsecondary* technical educational programs at area vocational-technical schools operated by the county boards.

At least one legislative proposal put forward a few years ago proposed the establishment of "a system of State-funded *adult and postsecondary* programs and facilities" to supplement "ongoing vocational and technical education programs." The proposal suggested an estimated cost for the project of $18,000,000. Had such a project received approval, it would have represented a rather significant venture into postsecondary education by agencies having little relationship to the Board of Regents. This proposal (which, to date, has not been approved for funding) addresses itself to some of the very same educational needs which comprehensive community colleges typically serve.

House Concurrent Resolution No. 16, which directed that a community college plan be developed, mandated that the Board of Regents submit a plan for a State system of comprehensive community colleges which, "*as a part of the higher education system of the State*, will provide post high school programs and . . . career technical-occupational programs leading to certificates or associate degrees, . . . credit and non-credit general education, *continuing education* (i.e., adult education), . . . work-study or cooperative education programs, and

[3] *A State Plan for the Administration of Vocational Education, Part III – Annual Program Plan Provisions, FY 1972*, West Virginia Board of Education, 1971, pp. 32-33.

specialized *industry training* programs." (Italics added.) Note that the Legislature, by this resolution, recognizes that *the comprehensive community college system* must assume a responsibility for post high school programs of occupational education for both youth and adults. Consequently, it is readily apparent that, unless the responsibility for *postsecondary* occupational education can be clarified at an early date, costly and unnecessary duplication of effort will result, with one system of postsecondary programs in the community colleges and another set of competitive and duplicative programs in area vocational schools.

Funding for vocational-technical education comes, in part, from the federal government under such acts as the Vocational Education Act of 1963 and the Vocational Education Amendments of 1968. All of a state's allotment of federal funds must, by law (Sec. 108-8, VEA-68), be received by and be allocated within the state by a state board "designed or created by state law as the sole state agency responsible for the administration of vocational education."

Traditionally, the State Board of Vocational Education (which, in West Virginia, is the State Board of Education) in each state has been the recipient of these funds and has charged the State Director of Vocational Education, acting under the State Superintendent of Free Schools, with operational control over their distribution and use. It is largely due to the encouragement of federal funding under VEA-68 that AVTS's have been built in the several states.

VEA-68 also recognizes very clearly the necessity for postsecondary technical-vocational education in colleges by mentioning specifically (Sec. 108-1), "technicans or subprofessionals in recognized occupations and in new and emerging occupations"; and by stating (Sec. 108-2), "the department or division of a junior college or community college or university which provides vocational education in no less than five different fields"; and by stipulating (Sec. 104 [a] -5) . . . "the National Council shall seek the opinions of persons familiar with postsecondary education "in each state from schools, *junior colleges*, technical institutes and other institutions of higher education . . . as well as state boards of higher education."

Further, (Sec. 122 [c] -2) the Act requires that 25 per cent of each state's allotment for any fiscal year shall be used for "the vocational education of persons who have completed or left high school"; in other words, for postsecondary occupational education.

Although VEA-68 makes no attempt to stipulate the kind of educational institution in which postsecondary occupational education is to be conducted, the intent of Congress that such programs are a responsibility of community colleges is clear. Equally clear is the implication in VEA-68 that comprehensive community colleges are to be the recipients of an equitable share of each state's annual allotment (up to a maximum of 25 per cent of the total allotment) every year. Also equally clear is the intent of Congress that the interest of community colleges be represented by membership on the State Advisory Council. (Sec. 104 [b] -A2 requires that persons "representative of community and junior colleges and other institutions of higher education" be appointed to the Council.)

Other states have recently faced the same problem which now confronts West Virginia with respect to the responsibility for postsecondary occupational

education. Actions taken (or not taken) in other states include:

1. Doing nothing, and allowing competitive, wasteful, dual systems of postsecondary occupational education to develop, with millions of dollars of capital investment, low enrollments, spiraling unit costs, and loss of confidence in public education. Obviously, West Virginia must not take this course.
2. In a very few states, two-year colleges have not involved themselves appreciably in occupational education except for business and health related programs, and a system of AVTS's provides some postsecondary industry related programs. Enrollments are, almost without exception, quite low in these programs.
3. A few states have attempted to overcome duplication and wasteful competition by establishing a liaison committee to carry out the functions of planning and program development. In this case, allocation of state and federal monies to institutions for postsecondary vocational education is accomplished through the agency responsible for higher education after the liaison committee has agreed upon the proportionate share to be assigned to postsecondary programs. This procedure, however, may suffer from lack of continuity and requires constant administrative supervision.
4. In several states a harmonious arrangement exists whereby the State Department of Education operates *secondary-level* vocational education programs in high schools and in area schools, and the Higher Education Board or Community College Board operates *all postsecondary* programs, mostly in the community colleges. In these states an agreement has been reached on federal fund allotments such that all or nearly all of the stipulated 25 per cent for postsecondary programs goes to the community college system for postsecondary occupational education.
5. In one state (two other states have similar plans) a new State Board for Occupational Education and Community Colleges has been formed. All federal and state monies for vocational education are distributed by this board, and it controls the operation of vocational education at all levels.

The consultants have examined each of these alternative actions in the light of the special circumstances confronting West Virginia as well as the position taken by such national study groups as the Carnegie Commission on Higher Education and the 1971 Task Force of the U. S. Department of Health, Education, and Welfare in order to formulate recommendations to the Governor, the Legislature, and the Board of Regents.

The following recommendations to the Governor and the Legislature will, in the opinion of the consultants, solve these three critical problems and enable West Virginia to develop in an efficient and economical manner a much-needed statewide comprehensive community college education program, providing career technical-occupational offerings of two years' or less duration leading to certificates or associate degrees, freshman and sophomore level, college transfer programs, credit and noncredit, general and continuing education and specialized industry training and work-study opportunities.

Recommendations to the Governor and Legislature

The consultants make the following recommendations for state level responsibility and control of postsecondary occupational education in West Virginia:

1. Assign, by statute, the responsibility for all postsecondary education, including vocational-technical education, to the Board of Regents and charge the Board of Regents with the responsibility for developing and maintaining an efficient and productive statewide comprehensive community college education program.
2. Create, by legislative enactment, a new State Board of Occupational Education to replace the present State Board of Vocational Education as the agency to receive federal vocational education funds and to provide vocational education programs in accordance with the stipulations set forth within the Vocational Education Act of 1963 and the subsequent amendments to that Act in 1968.

   It is further recommended that the membership of the new Board be made up of four members of the State Board of Education, and four members of the Board of Regents. The State Superintendent of Free Schools should continue to be the Executive Officer of the new Board of Occupational Education and the Chancellor of the Board of Regents should be an ex-officio member. The State Advisory Council for Vocational-Technical Education should continue to function as it presently does.
3. Specify that the new Board of Occupational Education shall assign postsecondary programs in operation in area vocational-technical centers or schools to the community college education system operated by the Board of Regents. While such programs may continue to operate within existing facilities of the vocational schools, administrative and budgetary responsibility for their planning, programming, and evaluation should be assigned to the community college education system.
4. Stipulate by statute or in the operating rules and regulations of the new Board, that all federal vocational education funds intended for *postsecondary* occupational education be allocated to the Board of Regents for the comprehensive community college education system.
5. Direct the new Occupational Education Board to amend the *State Plan for the Administration of Vocational Education* to provide that the ten comprehensive community college education service regions be classified as "Regional Postsecondary Occupational Education Centers" or "Regional Technical Education Centers" to meet all federal guidelines for occupational education funds.
6. Make certain that the *State Plan for the Administration of Vocational Education* reflects the changes recommended above within an entirely separate section on postsecondary occupational education. The *Plan* should provide for the contracting of services and programs between area vocational-technical centers and comprehensive community colleges as a means of preventing the duplication of facilities and equipment.

The consultants make these proposals fully realizing that they are drastic measures and that they may not be easily implemented. Unless all or most all of the above steps are taken, one of two alternative (both bad) will probably occur:

1. A costly, competitive, and duplicative system of postsecondary occupational education will develop in West Virginia, both State and federal monies being frittered away; or
2. Community colleges, lacking federal vocational funds, will not develop quality programs of technical-vocational education but will concentrate on college-parallel courses and general education, thus making only minimal contributions to economic development in West Virginia.

State Level Responsibility

The trend in most states in recent years has been to place an increasing amount of responsibility upon a designated state-level agency for planning, developing, and, in many instances, governing the comprehensive community college education program. In West Virginia, the decision has already been made to assign this important responsibility to a Board of Regents. The consultants are recommending that the Board of Regents have total responsibility for all post high school education. Clear assignment of responsibility will aid in preventing costly waste and will also promote accountability to the Governor and the Legislature and, ultimately, to the people.

This assignment of responsibility may cause some to fear for the integrity of each institution. Although there is adequate documentation that a perceptible shift in responsibility for decision-making planning, budgeting, and evaluation for all of higher education from institutional orientation to system-wide planning has occurred in a number of states, there is still legitimate concern for preventing standardization and mediocrity. It is essential, therefore, that the state agency give careful attention to a number of specific elements of administration to avoid becoming an "absentee owner" giving little attention to local needs or a baccalaureate supervisor insensitive to the proper concerns of comprehensive community college education services.

The Board of Regents will find it necessary to consider the development of understanding and concern especially in reference to the following areas:

1. *Long-range planning.* Special emphasis upon planning for the future has been more and more often assigned to state-level boards. There needs to be projective information regarding higher education in West Virginia made available which will be a basis for such planning. These data should be based upon five-year prognoses and should be re-examined and revised annually.
2. *Authorization of new institutions.* Although some states have permitted local option in decision-making relative to the establishment and operation of new community colleges, West Virginia cannot follow this procedure. The Board of Regents should have the authority to establish new institutions when there is evidence that the educational needs of a specified geographical area warrant a community college.
3. *Approval of programs.* Certain highly specialized programs, especially in career education, should not be established in all institutions. There is limitation of need for persons trained in specified areas and there is

considerable expense associated with some programs. The Board of Regents will need to examine all requests for program approval with attention to duplication, need, long-range development, and costs. The Board should approve each program prior to an institutional decision to establish it.

4. *Leadership in the development of education at this level.* Since community college education will be new to most persons in West Virginia, the staff of the Board of Regents will need to assume a more active role of leadership than is true of other levels of higher education. The comprehensiveness of the program will require a special attention to all phases of the development.
5. *Development of a PPBS for the comprehensive community college education program.* Community college education is a "program" for the programmed budgeting process. Two-year programs will need to be identified in the PPB system with entity of their own, separate from four-year programs.
6. *Accountability.* A planned program of accountability with systematic procedures for evaluating the performance of individual colleges in serving regional as well as State needs will enable the Board of Regents to maintain its responsibility for budgeting and programmatic control.
7. *Development of over all policy statements relating to community college operation.* The Board of Regents, upon the advice of the vice chancellor reporting through the Chancellor should adopt general policy statements to guide the institutional president and the regional director in the development and operation of the community college education.

These and other areas of administrative decision-making will be a concern of the Board of Regents and its staff. These persons will need to consider the community college education as a part of the total program of higher education. For a period of time, special attention must be given to this level of education and to the diversity of curriculum which ought to be made available. This attention should, however, be provided in context with all of the higher education; not with an over-emphasis upon the needs of only a single segment of the whole range of student needs. State-level responsibility will be clear if the recommendations described in this and sebsequent chapters are put into effect.

Summary

Clarification of state-level responsibility for all education beyond high school is the immediate and crucial problem confronting West Virginia if wasteful duplication and competition is to be avoided. The Legislature has already designated the Board of Regents as being responsible for all higher education, however, confusion exists regarding postsecondary occupational education.

State-level responsibility within a single agency is a natural concomitant of statewide planning, budgeting, and decision-making.

Chapter IV

A PLAN FOR IMPLEMENTING COMPREHENSIVE COMMUNITY COLLEGE EDUCATION IN WEST VIRGINIA

West Virginia in 1971 stands in an enviable position to provide a model for comprehensive community college education through a statewide system for higher education which truly will serve the needs of all individuals as well as the State as a whole. While many states throughout the nation have moved rapidly in recent years to develop community colleges, only a few have been able to plan this development in a way which encompasses existing institutions under a single comprehensive plan coordinated and operated by a single state level agency.

The people, over a long period of years, have demonstrated their support for higher education in West Virginia through their investment in the existing colleges and universities. This investment must be used to the greatest advantage. The political leadership of West Virginia has wisely placed responsibility for the planning and development of higher education in a single Board of Regents.

The plan for comprehensive community college education presented here represents an important phase in the Board of Regents' long-range planning activities. The plan builds upon the existing situation in West Virginia while, at the same time, it envisions increasing the post high school educational opportunity for the youth and adults of this State. The plan also represents a sensitivity to the need for economy, efficiency, and accountability in the utilization of public funds in education and planning.

Separate Level

Comprehensive community college education represents a specific level of higher education with a discrete philosophy and mission. If it is left as an appendage of existing baccalaureate programs, it will not meet with success. This has been clearly shown in West Virginia as well as many other states. Baccalaureate and graduate level institutions have their own mission and their own responsibilities and therefore should not be assigned other responsibilities which divert energies and resources away from their goals.

Administrative Structure

In order to achieve the special goals of comprehensive community college education, it is essential that the Board of Regents establish a separate administrative structure with a special budget for supporting this level of education. In this way the Regents will not only be able to plan, but will also be able to evaluate progress in the implementation of that plan.

A System

The structure under the Board of Regents must function as a system and should include ten comprehensive community college education service regions, each with its own administrative organization including a director (who may also serve as a president of an established community college or an administrative officer of another institution) and a local advisory board. These ten regions

should be coordinated at the state level by a vice chancellor serving on the Board of Regents' staff.

System Budget

The Board of Regents should establish a separate budget for the comprehensive community college education system. Funds provided to the Board of Regents from Legislative appropriations, from the proposed State Board of Occupational Education, and from other sources should be allocated to the ten regions based upon the defined needs of the comprehensive community college program approved in each region. This separate budget not only will assure the Board that the philosophy and mission of this level of education is implemented, but it will also provide the flexibility to secure educational services through a variety of means such as contractual arrangements with private institutions and other agencies. The separate identity of funds will also provide mobility in meeting the dynamic needs of the changing socio-economic development in West Virginia. Finally, a separate budget assures program accountability and provides a sound management information basis for continuous planning.

Service Boundaries

A clear defintion of boundaries within which local planning can take place will be an important consideration in the development of programs and services which are characteristic of sound community college education. Such boundaries must be reviewed periodically to determine their continued applicability; adjustments should be made when necessary or advisable.

Ten Regions

Several basic criteria are typically used in defining such boundaries. These include geography, demographic information, lines of transportation, and socio-economic factors as well as existing educational resources. A careful study of these data has already been carried out and regions have been identified by the State Planning Division of the Governor's office in the *West Virginia State Development Plan.*[1] The ten regions described in this plan have been analyzed by the consultants and are recommended as the new comprehensive community college education service regions in this report. These ten regions are outlined in Figure 4-1. One small adjustment will be noted in order to recognize the contributions of existing institutions. Fayette County is transferred from Region 9 to Region 8 for purposes of this community college plan.

Vice Chancellor

State level administration should be under the direction of a vice chancellor for community college education on the Board of Regents' staff who reports directly to the Chancellor.

He should be held responsible for the state level administration of all less than baccalaureate education at the post high school level which is the responsibility assigned to the Board of Regents. This must include occupational education whether it be associate degree or certificate level; freshman and

[1] *Preliminary Analysis of Regional Patterns in West Virginia, West Virginia State Development Plan*, Intergovernmental Relations Series, Report No. 1, December, 1965.

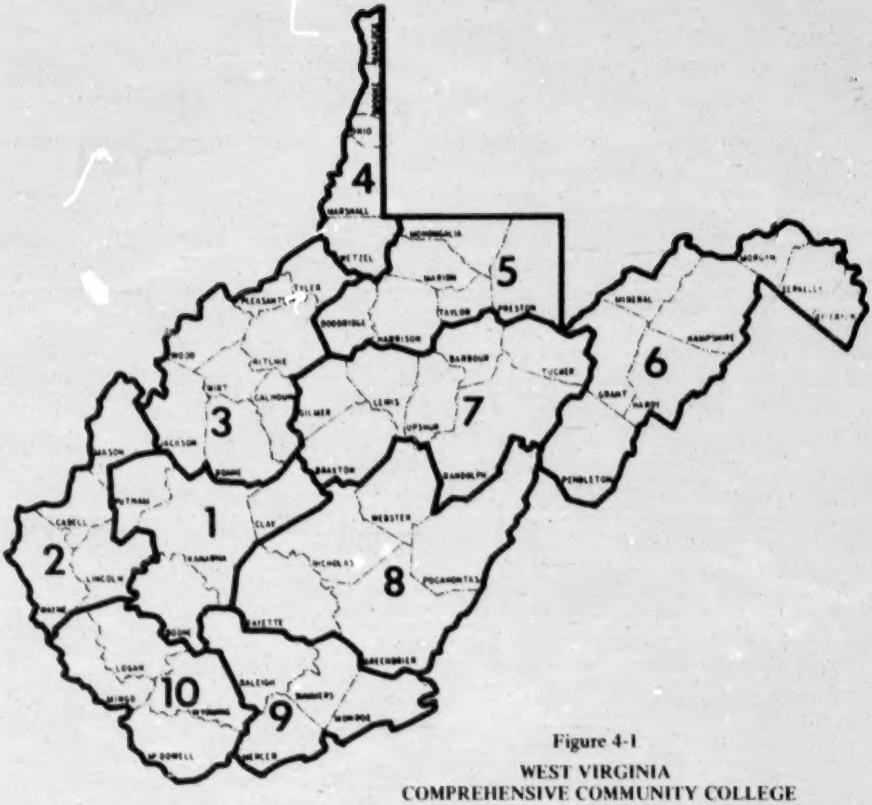


Figure 4-1

WEST VIRGINIA
COMPREHENSIVE COMMUNITY COLLEGE
EDUCATION SERVICE REGIONS

sophomore collegiate education not a part of baccalaureate degree granting educational programs; and those community continuing educational services assigned to community college regions.

His responsibilities will include development and administration of the community college budgets, regular supervision of the ten regional directors, program planning development and evaluation, facilities planning, liaison with other individuals and agencies at the state level, and providing recommendations regarding the appointment of regional directors.

He will have the major responsibility for the long-range development of the entire comprehensive community college system including periodic evaluation of the boundaries of the ten regions. He will also formulate recommendations for the assignment of special high-cost programs (such as forest technology or computer technology) to one or more specific regions of the State.

Regional Director

Local administration of each region should be assigned to a regional director of comprehensive community college education services. He should be appointed to this position by the Board of Regents upon recommendation of the Chancellor. The vice chancellor, together with the presidents of those four-year colleges concerned, should submit a joint recommendation to the Chancellor. The vice chancellor should give careful attention to the recruitment of individuals who are knowledgeable and emphathetic to the community college.

The regional director would, in certain regions, also be the president of an existing community college or, in other regions, he may be a top echelon officer in a four-year institution under the direction of the Board of Regents.

Program planning and organization of educational services in each region will fall primarily upon the regional director who will report to the vice chancellor in relation to this responsibility.

His responsibilities will include planning and implementing the budget approved for his region, the development of program recommendations, the recruitment, selection, and evaluation of the faculty and presonnel related to his function, administration of Board of Regents policies, and interpretation of the community college program to the region he serves. In some instances, he will be responsible for arranging for contractual services to be approved by the Board of Regents.

Lay Citizen Participation

Each region should have a local comprehensive community college advisory board composed of seven representative citizens from the region appointed by the Board of Regents to serve in an advisory capacity to the regional director. Their terms should be seven years with overlapping appointments. These local advisory boards should advise the local director on matters relating to the programs and services of the entire region. The boards may also promote the growth and development of the institution itself through encouragement of local support for approved facilities and special programs.

The advisory boards for Parkersburg and Southern West Virginia Community Colleges should constitute the boards for those regions. Advisory boards already established for the four-year colleges should not be asked to assume this additional responsibility, however, because of the difference in mission and philosophy of the two levels of higher education.

Lay participation in the comprehensive community college education program planning at the state level should be encouraged through a State Advisory Council for Comprehensive Community College Education. This council should advise the vice chancellor on matters relating to the statewide development of comprehensive community college education. The membership should be appointed by the Board of Regents and should consist of two members from each local advisory board. Members should serve for one-year terms with possible reappointments coincident with their service on the local boards.

Alternative Patterns of Organization

Each of the ten regions should be organized in one of two structures. These two alternatives have been developed in order to use appropriate existing

facilities and structures to the greatest extent possible in providing an educational opportunity to the largest number of West Virginians within the current limitations of planning time and available funds.

Alternative One for Regional Organization. In this instance a community college would be a separate, independent institution. It may be established by designating an existing branch or center as a newly established community college or by creating a new institution. *This college will be responsible for providing comprehensive community college education for the entire region.* Courses and programs may be offered in locations other than the main campus through the use of rented facilities, portable units, or by contracted services with other existing colleges, public and private, including nearby out-of-state institutions.

The total responsibility for education assigned by the Board of Regents to these colleges would include: Occupational education including short-term as well as associate degree programs, freshman and sophomore programs designed for transfer to four-year programs, general and compensatory education, and a wide variety of continuing educational services as may be needed in that region. Most, if not all, of the community college level programs in existing public institutions in the region, which may be defined in one of the above categories, should be transferred to the responsibility of the community colleges.

Alternative Two for Regional Organization. In this instance the Board of Regents would authorize an existing four-year college to establish a "comprehensive community college" within its total structure. Such a "college" may be designated as a division or college within the total structure of the four-year institution. It should have a separate administrative structure with its own administrative officer (regional community college education director) whose appointment is made by a joint recommendation from the president of the institution and the vice chancellor for community college education. This administrative officer will not only be responsible to the president of the institution, but he will also be responsible for the development of the regional comprehensive community college education program. As director of the community college education services in the region, this officer will have the responsibility to plan and to recommend programs in his own institution and he will also have responsibility to arrange for courses within the region which can be supported by contractual services when desirable.

While the consultants are very much aware of the fact that experience has demonstrated little success for community college education under the direct operational control of four-year colleges and universities, the peculiar situation in West Virginia suggests that this arrangement should be attempted at this time for reasons of economy of time and money. There will need to be safeguards built in and these are suggested later in this report. There will need to be periodic evaluation and the Board of Regents may need to change a region to Alternative One if a four-year college fails to carry out its responsibilities. If this happens, the change to Alternative One (which will require additional legal authorization) should be expected with a view toward using the facilities of the four-year college to the extent they may be available and appropriate.

Regional Recommendations

REGION 1:

Region 1, composed of the counties of Boone, Clay, Kanawha, and Putnam, is the most populous of all the regions and includes the highly industrialized Kanawha Valley and the State Capitol in Charleston.

The transportation system in this area is rapidly developing and will, in a few years, facilitate accessibility within the region and through the interstate highway network provide links with major cities in the State and other states.

The public school system in Kanawha County is the largest in the state and has made significant progress in the last several years in the development of services at all levels. Approximately 4,500 students graduate from high schools in the region each year. A potential target population of 5,840 is projected using a 20 per 1,000 ratio.

The three institutions of higher education in this region: West Virginia State College a State institution; Morris Harvey College a private liberal arts institution; and the Kanawha Valley Graduate Center of West Virginia University; primarily support baccalaureate and graduate education. West Virginia State College does, however, have facilities that are presently being utilized for a limited number of two-year programs and also has space that has potential for conversion for use in community college activities.

It is recommended that a comprehensive community college be established as a discrete element of West Virginia State College.

It appears that since West Virginia State College is located near the center of State government and in a large metropolitan area, program offerings concentrating in the public service and business related areas would be appropriate.

An essential element in the comprehensive community college role of West Virginia State College is community service and continuing education. Resolution of problems associated with urban living should be a major thrust of this college.

Every attempt should be made to provide postsecondary technical-occupational programs that are coordinated closely with the secondary level vocational programs offered by the Kanawha County school system.

This region should be considered for funds to improve regional technical education facilities.

REGION 2:

The counties of Cabell, Lincoln, Mason, and Wayne comprise Region 2. The total population of the region in 1970 was 187,717 of which 57 per cent was located in Cabell County. Marshall University, the only institution of higher education in the region, is located in Huntington which is the social and economic center of the area. The target population for community college programs is approximately 3,754.

The recommendation for Region 2 is that a comprehensive community college be established as a discrete element of Marshall University.

The director of community college services for this region will be faced with a very contrasting situation in the development of programs. Marshall University is confronted with the problems commonly associated with a large

urban area, however, adjacent counties typify the low income, declining population, rural Appalachian area. Emphasis may be on the health, business, and public service related programs; for example, social worker aides or urban planning technicians.

Funds for regional technical education facilities should be made available here.

REGION 3:

Parkersburg Community College in Wood County serves Region 3 which also includes the counties of Calhoun, Jackson, Pleasants, Ritchie, Roane, Tyler, and Wirt. The total population of the region in 1970 was 160,380 making Region 3 one of the two regions in the State that had a population increase between 1960 and 1970. Based on a 20 per 1,000 ratio, the target population for community colleges would be approximately 3,200.

It is recommended that Parkersburg Community College serve this region.

Parkersburg Community College is located in a new facility on a 110-acre site near I-77 and Appalachian Corridor D. The facility contains 27 general classrooms, one library, 12 laboratories, 53 offices, and a total of 1,530 student stations.

Programs emphasis might be in engineering technology, business, and health related areas.

There is immediate need for regional technical education funds at this institution.

REGION 4:

Region 4 includes the counties of Brooke, Hancock, Marshall, and Wetzel. Although the region suffered a 1.4 per cent population drop between 1960 and 1970, the total population of 191,543, as well as the steel producing industry, is centered in the metropolitan areas of Wheeling and Weirton. Target population for community college programs is approximately 3,830.

Bethany College, a private liberal arts institution, and West Liberty State College are currently concentrating on baccalaureate degree programs, although the Hancock County Branch and Wheeling Campus of West Liberty provide two-year programs that are primarily college parallel.

The recommendation for Region 4 is the conversion of the Wheeling Campus and the Hancock County Branch of West Liberty State College into a single comprehensive community college.

The president of the new comprehensive community college should also be the director of the community college educational services for the region. All two-year programs presently offered by West Liberty State College should become the responsibility of the community college in Wheeling. Facilities and faculty for programs offered in locations other than the Wheeling campus should be contracted for as necessary.

The Wheeling campus consists of a four-story building with an adjoining fifty-car parking lot. Thery is a total of 600 student stations in 14 classrooms and 4 laboratories. The facility also contains a library. As the program grows, additional facilities will be needed especially to serve the technical education needs.

Program development might focus on the business and health related fields, however, limited programs in the engineering related area should be offered consistent with the needs of the local industries.

REGION 5:

The counties of Doddridge, Harrison, Marion, Monongalia, Preston, and Taylor are located in Region 5. Total population of this area in 1970 was 243,820 which was a drop of 1 per cent over the 1960 population.

Completion of Interstate 79 and Appalachian Corridors D and E will greatly enhance automobile travel in the region where a potential enrollment of 4,876 is found.

West Virginia University, Fairmont State College, and Salem College are located in Region 5. Only Fairmont State and Salem Colleges offer associate degree programs.

It is recommended that a comprehensive community college be established as a discrete element of Fairmont State College.

An assessment of the Regional Technical Education Center needs must be carried out in relation to existing programs.

The director of comprehensive community college education services for this region may find it appropriate to contract with Salem College for offering programs in the Clarksburg area. Business and health related programs should be developed in this region.

REGION 6:

Region 6 is comprised of the counties of Berkeley, Grant, Hampshire, Hardy, Jefferson, Mineral, Morgan, and Pendleton. It is the region with the largest area and has a total population of 125,495. Using a ratio of 20 per 1,000, a target population of 2,510 would be available for community college programs. This region has a population growth of 4.1 per cent between 1960 and 1970.

Potomac State College, a two-year branch of West Virginia University, and Shepherd College are located in the region.

It is recommended that Potomac State College be converted to a comprehensive community college responsible for the entire region.

Potomac State College has an extensive campus in Keyser. Seven academic buildings with a total of 1,387 student stations and a 986-seat auditorium along with dormitory facilities with a capacity of 561 students are located on the campus. The director of comprehensive community college educational services who will also be the president of the community college in Keyser, should utilize facilities at the James Rumsey Area Vocational Center in Martinsburg and at Shepherd College in meeting the program needs in the region.

Strong emphasis should be placed on the continued development of the computer technology-data processing curriculum at Potomac State. Additional programs might be developed in the business and health related areas. Associate degree programs related to agricultural technology should be the responsibility of this college because of the resources available at farms owned or leased by the institution. Regional technical education needs must be fully assessed prior to any further construction in this area.

REGION 7:

The counties of Barbour, Braxton, Gilmer, Lewis, Randolph, Tucker, and Upshur comprise Region 7. These counties are rural, sparsely populated counties with a total population of 103,460. Population density is he lowest of all the regions. Completion of Interstate 79 and Appalachian Corridor H will provide greater accessibility within the region. A target population of approximately 2,970 is projected for this area.

Alderson-Broaddus College, Davis and Elkins College, and West Virginia Wesleyan are all private liberal arts institutions located in this region. Glenville State College is located in Gilmer County.

It is recommended that a comprehensive community college be established as a discrete element of Glenville State College.

Glenville State College has developed an expanding progran in forest technology and will begin an associate degree program in surveying in 1972-73. Technical programs related to the forest industry (i.e., horticulture) might become an emphasis at Glenville State College. The director of comphrehensive community college education services for Region 7 should work closely with the private four-year colleges in meeting community college needs in this area.

REGION 8:

Region 8, composed of the counties of Fayette, Greenbrier, Nicholas, Pocahontas, and Webster has a total population of 122,653 and ranks as the second lovest region in population density. A target population of 2,453 is projected for this area.

It is recommended that a comprehensive community college be established as a discrete element of West Virginia Institute of Technology.

A six-story community-technical building that will house most of the college's two-year programs is scheduled for completion in January, 1972.

Community college programs at West Virginia Institute of Technology should continue to emphasize the engineering related area with the possible development of some health related programs. Comprehensive community college services in the eastern area of this region might be arranged through contractual agreements with institutions in the State such as Greenbrier College or the local county school systems and perhaps community colleges in Virginia.

REGION 9:

The counties of Mercer, Monroe, Raleigh, and Summers lie in Region 9. Total population for this region is 157,771 of which 3,155 should be the target population for community college programs.

Bluefield State College, Concord College, and Beckley Junior College (a private institution) are located in this region. Bluefield State College has developed a large number of two-year programs and *it is recommended that a comprehensive community college be established as a discrete element of Bluefield State College.*

Bluefield State College is presently operating a number of two-year programs that are mostly housed in Dickason Hall which has a total of 1,117 student stations in an auditorium, 11 classrooms, and 25 laboratories. Additional space for technical programs could be available through the Mercer County Area Vocational Center in Princeton.

Emphasis on mechanical and engineering related associate degree programs should be continued in the region.

REGION 10:

Region 10 includes the counties of Logan, McDowell, Mingo, and Wyoming. Population of this area in 1970 was 159,810 which is a decrease of 23 per cent as compared to the total population in 1960. Region 10 had the largest per cent population drop in that ten-year period. The estimated target population for community college programs is 3,196.

Although the population had decreased in Region 10, Southern West Virginia Community College with campuses at Logan and Williamson had an enrollment increase of of 19.7 per cent in 1971. Completion of Appalachian Corridor G will enhance the accessibility of the community college campuses.

It is recommended that Southern West Virginia Community College serve this region.

The president of the Community College will also serve as the director of comprehensive community college education services for the region. Special attention for the needs for technical education will be needed to determine what facilities may be required.

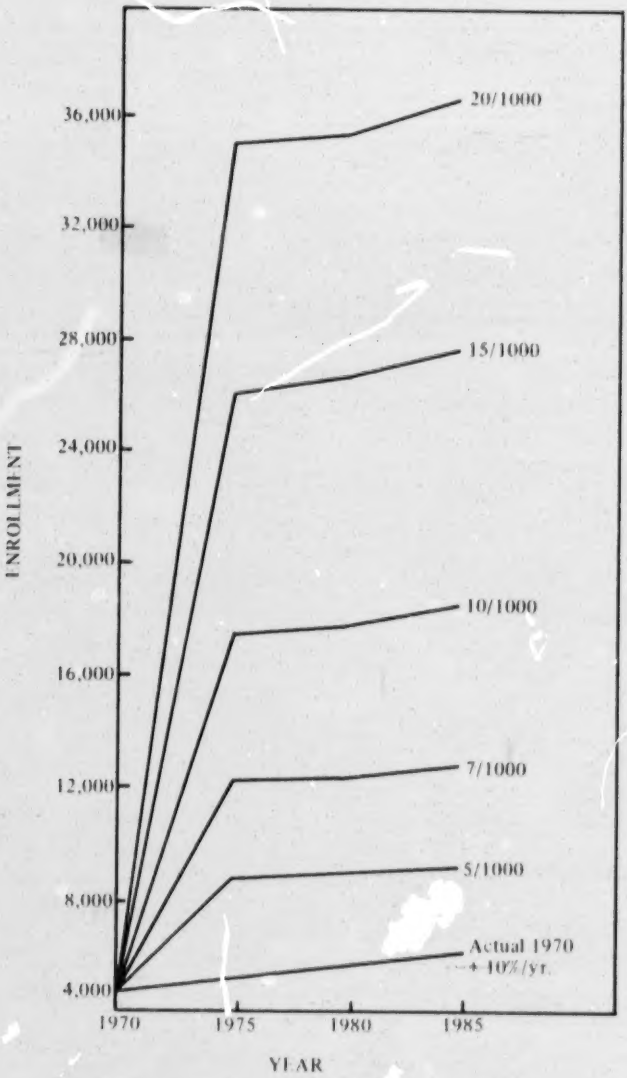
Regional Technical Education Centers

While all ten regions display needs for additional opportunities in career education, some regions are more ready to develop programs within the immediate future than others. A priority listing of locations and amounts of funds which can be used most appropriately can be developed by the vice chancellor and presented to the Board of Regents for approval. The Regents can then forward this priority list to the appropriate agency so that funds will be made available to improve the educational opportunity of the people of West Virginia.

Table 4-2
TARGET POPULATIONS BY COMPREHENSIVE COMMUNITY COLLEGE EDUCATION SERVICE REGIONS
Based upon Ratio of 20 Students per 1,000 Population

Region	Target Population
1	5,840
2	3,754
3	3,200
4	3,830
5	4,876
6	2,510
7	2,970
8	2,453
9	3,155
10	3,196
TOTAL	35,784

TABLE 4-3
ESTIMATED COMPREHENSIVE COMMUNITY COLLEGE TARGET POPULATION
Based on Varying Ratios



Target Population

In order to provide an estimate of the number of individuals who may be served by comprehensive community college education, the experience of other states may be used as a guideline. A study of community colleges in those states with some years of experience reveals that well established comprehensive community colleges providing a diversity of programs and opportunities may expect to enroll annually at least 20 persons per 1,000 population. The total population figure represents a sound basis for projections because the community college provides education for persons ranging in age from 17 to 70 with half of the enrollment falling into the "over 21" classification. This target population projection is used herein in order to provide an estimate of the potential service which may be expected in each area of the State. These projections should be regarded with caution, however, since they are target population figures requiring a number of years before they will be realized in West Virginia.

Summary

A plan to provide comprehensive community college education in West Virginia should operate under the control of the Board of Regents. Ten regions are designated with the Regents selecting one of two alternatives for implementing the program in each region. These regions will be under the direction of a regional director who shall report to a vice chancellor on the Regents' staff for planning and development of the program of comprehensive community college education. Each region shall also be designated as a Regional Center for Technical Education as a part of the total program of career education. The plan will provide for as many as 35,000 West Virginians by 1980 who otherwise will not have the opportunity for education beyond high school.

Chapter V

CONSIDERATIONS AND SUGGESTIONS FOR IMPLEMENTING THE COMPREHENSIVE COMMUNITY COLLEGE EDUCATION SYSTEM IN WEST VIRGINIA

After basic commitments and decisions have been made by the Governor, the Legislature, and the Board of Regents, there are a number of areas which will require careful study. In making these comments the consultants assume that the proposals outlined in the previous chapters have been accepted by these three important decision-makers. In this chapter, then, the consultants would like to make a number of observations and suggestions which may be valuable to the Board of Regents and its staff in implementing the development of comprehensive community college education in West Virginia. This proposed plan is uniquely suited to West Virginia because:

1. The total responsibility for higher education is placed by the Legislature in the Board of Regents. This makes clear the locus of responsibility for programs, program development, and evaluation.
2. The substantial investments already made by West Virginia in college campuses, facilities, equipment, and other resources have been incorporated in planning comprehensive community college education.
3. Topography, demographic characteristics, and the level of economic development in the State all suggest that national formulas and ratios are probably not applicable to West Virginia without major modification. For example, terrain and population distribution combine to rule out the usual commuter type community college for many areas of the State.
4. Since the four-year colleges are already under the direction of the Board of Regents, two-year programs of occupational education within these institutions may be easily transferred to the community colleges. With the assignment of all postsecondary education to the Board of Regents, similar authority over other existing postsecondary programs will be available.
5. The existing *West Virginia State Development Plan* is a viable plan for the State's civic and economic development. The ten regions identified therein constitute a logical basis for comprehensive community college "districts" or service areas. Until such time as study and changing conditions may warrant modification in the boundaries of these regions, they can be used as districts for comprehensive community college education services.

The consultants have designed this plan with the assumption that the Regents will allocate specific resources to this level of education. Those four-year colleges and universities which are assigned the responsibility to provide comprehensive community college education must insure that the level of education receives the funds allocated to it. If these commitments are not

lived up to, the quantity as well as the quality of the proposed program will not be obtained. The consultants are well aware of the fact that experience in the development of two-year programs within a four-year college is not a positive one throughout the nation. Programs of shorter duration than four years have been the usual recipient of short budgets, poor faculty, inadequate facilities, less than enthusiastic administrative support, and a resulting poor student enrollment.

Only the interests of economy, West Virginia's unique circumstances, and the observable capability of the Board of Regents and its staff to monitor the program led the consultants to recommend this design for providing community college education. Theoretically, a brand new separately organized community college might be established in each of the ten regions. In order to serve 35,000 students, such a capital investment would cost at least $140,000,000 to construct. Therefore, the consultants have decided, based upon pertinent information, to recommend for regions 1, 2, 5, 7, 8, and 9 the assignment of specific responsibility for comprehensive community college education services to an existing four-year institution. If space cannot be allocated to this purpose or if the quality of the institutional commitment is not present, then the Regents may wish to consider the Alternate Two recommendation and to change into Alternate One situations in one or more of these regions.

Each four-year institution mentioned in this plan should be required to develop a statement of commitment and planning which will outline to the Regents the ways in which it will implement its assigned responsibility for comprehensive community college education before that institution is authorized to assume the role recommended in this plan. The statement must include a working plan for implementing the community college philosophy (open door admission policy, emphasis upon counseling services, correction and remedial education, and similar commitments), along with an inventory of space and equipment to be made directly available (Note: The Regents' current space utilization study will be most useful in this regard), as well as a listing of available educational resources appropriate for this level of education. A clear description of the proposed organizational structure and budgetary procedures must also be a part of this statement. This statement should be approved by the Regents after review by the Chancellor's office and used as a basis for the development of the comprehensive community college program.

Leadership

The quality of leadership responsible for comprehensive community college education will be a significant key to this development in West Virginia. The vice chancellor and the regional directors must be persons knowledgeable of this level of education (both liberal arts and occupational) and committed philosophically to provide educational opportunity to all persons who can profit from the experience. At the same time, those who will be working within four-year institutions must understand the relationships between the community college level of education and the baccalaureate programs. The special care needed in their selection will necessitate recruiting from a broad area in the nation. Automatic appointment of incumbent administrators must be avoided; careful examination of each person's qualifications for this responsibility is imperative. Adequate opportunity should be provided incumbent prospects to become prepared for the community college responsibility. Problems which

undoubtedly develop for the regional directors will require highly skilled and intuitive individuals. Preparation and/or pre-employment experience relating to community college education must be part of the background or be provided to each person selected for a leadership role.

Faculty

Faculty members should have similar opportunity to become knowledgeable of the community college commitments. Especially is this needed for second echelon administrators, department or division chairmen, counselors, and teaching faculty. These faculty, some of whom are currently employed in branches, centers, or on four-year faculties, will be the nuclei of the new comprehensive community college education system and therefore responsible for the recruitment, selection, and orientation of new faculty as needed. If any individual faculty member demonstrates a lack of understanding or a negative attitude toward the basic comprehensive community college commitment, he more appropriately should be assigned to another type of institution more consistent with his own personal philosophy.

The Board of Regents' plans must provide for orienting the existing, as well as new, faculties on the objectives and mission of community college education in West Virginia.

Some faculties in existing branches and colleges have expressed concern about their future. Uncertainties in reference to tenure, faculty rank, seniority, assignments, working relationships and similar personal concerns and status pressures will require specific attention. It is suggested that the Board of Regents develop policies which will bring clarity and continuity to the professional services of employees of the higher education system of the State by calling upon the Advisory Council of Public College and University Presidents and the vice chancellor to give immediate attention to the problem and develop appropriate recommendations for policy formuation.

Accreditation

The institutional structures for community college education proposed for Regions 1, 2, 5, 7, 8, and 9 will need to be given special consideration under prevailing standards of the Commission on Institutions of Higher Education of the North Central Association of Colleges and Secondary Schools. The separate administrative organization together with the separate budget proposal, however, would enhance the prospect that the North Central Association will accept West Virginia's unique structure for accreditation purposes. Should the units not be viewed as independent entities, then it would be logical to expect that the accreditation of the baccalaureate institution would cover the community college as any other division or unit of the institution. It is suggested that the North Central Association be consulted at the earliest possible time and be kept informed of progress in implementing the plan. West Virginia's solution to its own problems should not be delayed by traditional accreditation guidelines, which by their nature are intended to be modified as conditions dictate.

Articulation

The Board of Regents must establish policies and procedures to assure maximum articulation between community college education and other educational programs and agencies, including but not limited to secondary schools,

baccalaureate institutions, and training agencies. These policies should deal not only with articulation of course and program content, but also with transferability of graduates of associate degree transfer programs into the upper division of baccalaureate institutions with full standing in the junior class.

The integrity of associate degree occupational programs must also be assured. Content of such programs must be determined by job entry requirements rather than by upper division requirements. Articulation of occupational programs should be accomplished by developing working relationships with secondary schools, thus making career ladders available to youth and adults.

There should be established continuing opportunities for community college and university faculties to meet to develop curricula. The same opportunities need to be provided occupational education faculty in vocational schools and community colleges.

Local Support

In many states a local survey of needs as well as an assessment of readiness to proceed is used to substantiate the overall recommendations which are identified in a study such as this. Such a local study is often used to aid local people in attaining a better understanding of the community college educational potential. While such a study may not be required in West Virginia, the consultants would urge that the Board of Regents obtain sufficiently definitive and concrete indications of commitment prior to implementation of either Alternative One or Two in any area.

Special Consideration

While no one area can be considered a "model" situation, the Board of Regents may wish to give specific attention to Region 1. This is the most populous region in the State and would seem to include the most pressing needs in terms of numbers and diversity. If the Alternate Two recommendation does not provide for the needs of the region in an adequate manner, a new community college should be planned for this region within the next few years. This region could become a comprehensive community college service area which will provide educational services in many occupational areas for the entire State. The consultants recommend that the region be carefully studied and evaluated.

Student Personnel Services

Peculiarities of the West Virginia setting and of the proposed community college plan make attention to the provision of an adequate plan for student personnel services imperative. Guidance, academic advisement, articulation, orientation, and recruitment must have featured places in such a plan.

It is suggested that a considerable degree of decentralization of student personnel services be encouraged. Especially for the more remote geographical areas such services might be provided by mobile units and by other innovative practices.

Adult Vocational Education

Assignment to the Board of Regents of responsibilities for postsecondary vocational education implies an understanding and acceptance of responsibility to provide a variety of courses and programs needed by adults for training,

retraining, or upgrading in vocational skills. Such programs must be based on total manpower needs of the State as well as specific needs of individuals. They will need to be offered at times and for durations different from the normal academic calendar and may be offered at places other than an academic campus.

Target Population

The target population of comprehensive community college education includes an age range of citizens from 17 to 70 and a range of educational needs from correction of previous educational difficulties through career education, part-time education, and job upgrading to the more traditional freshman and sophomore education. When the total target population is served, experience has shown that as many as 20 persons per 1,000 in the total population will attend classes at a community college each year. In some few colleges this ratio has been as high as 50 per 1,000. Projections based on these ratios will provide a basis for estimating potential enrollment.

Finance

At the present time West Virginia is spending almost $1,000 per student for two-year programs. While this is slightly less than the amount spent in some states, it is useful as a guide in estimating future needs. The rate of developing the comprehensive community college education service areas will in great measure, be controlled by funds available. Therefore, a slow development may be promoted by limitations on funds made available and a more rapid development may be possible by providing more support. The target population of 20 per 1,000 is not a possible accomplishment for a number of years. An annual budget of $35,000,000 for operating costs might be expected if all areas were immediately serving their target populations. This is about $31,000,000 more than is currently spent.

A more realistic estimate of the population to be served for the next five years might be approximately 7 students per 1,000 population which would cost about $8,000,000 more than is currently spent. Caution should be extended, however, in using these as absolute estimates since numerous analyses indicate that certain occupational programs will cost from 1 to 3 times as much as liberal arts programs. For this reason, the average cost per student in an institution may be different from that in another college.

Estimates of capital outlay are not made at this time since there will be encouragement to use existing facilities insofar as is possible. Costs of buildings constructed for community colleges are similar to costs of buildings for secondary schools, technical schools, or college/universities. Thirty dollars per square foot or $4,000 per student would seem to be reasonable estimates for new construction and if new facilities were provided within the near future for an enrollment of 7 per 1,000, the estimated capital outlay costs would be $48,000,000. The consultants do not anticipate the need for this kind of expenditure because the recommended plan will maximize the use of existing buildings. General observations in certain regions suggest that existing facilities properly renovated could provide for a considerable number of community college students.

Equipment for Special Programs

One of the major costs in some areas of career education is the equipment and special laboratory experiences which may be required. Often such programs may not be needed in a certain geographical area for more than a few years or in a few instances even a few months. The Board of Regents should make certain that all such special equipment is inventoried in a manner that permits relocation to new places as needs may dictate. For example, special laboratory equipment for a program of chemical technology may be placed in Wheeling for the academic year 1972-73 and in the Charleston region in the year 1973-74. The vice chancellor should plan for the use of such equipment over a period of five years with flexibility to reorganize the plan annually.

Special Industry Related Programs

Periodically, new industry will need a cadre of individuals trained for specific tasks. Such demand for skilled workers may also develop in well established businesses The Regents should maintain as a special part of their total budget a fund which will be used each year to provide short-term training programs of six weeks to twelve months in length for specific training. These funds will be used to support the operating costs of such programs under the immediate local responsibility of the regional director of comprehensive community college education. In turn he must make whatever local arrangements he needs to in order to provide the educational opportunity by contractual arrangement with existing public or private institutions by establishing the work within the community college itself, or by making arrangements with another agency.

Contractual Arrangements

Each regional director will need the authority to contract with public and private institutions for courses, for faculty time, for use of facilities. Such contracts should be made on an annual basis, renewable when appropriate. Privately controlled colleges, because of their ongoing programs, may be able to provide services at less cost to the state than would be required to establish similar opportunities in new state facilities. Such savings will enable public funds to serve a larger group of students. Care should be taken to make certain that the quality of the services contracted is equal to that which would be provided through a state institution.

Regional Occupational Education Centers

The Regents should consider educational opportunities for occupations in reference to statewide needs, regional needs, and local needs. Funds available should be carefully assigned to the various regions of the State based upon two factors: (a) the needs as defined by the data and, (b) the estimated ability of the institutions to do the job. All institutions will not be able to serve all occupational needs. Assignment of institutional responsibilities for designated programs is essential.

Dormitories

If regional needs are to be served, there will need to be available at least a limited amount of dormitory spaces designed to provide living accommodations for those who will not be able to commute. Special programs which will be

available in only one geographical location in the State will need, in particular, dormitory spaces at low cost to the student in order to equalize in some respects educational opportunities. Considerable dormitory facilities which may be used for this purpose presently exist in higher educational institutions.

Research and Development

The Board of Regents will need to authorize the vice chancellor to develop plans to request help from the U. S. Office of Education, the Appalachian Regional Commission, and other agencies for grants such as for Developing Institutions (Title III, Higher Education Act). The Higher Education Facilities Act, for continuing education, for vocational education, for research, and for many other areas for which federal funds are available. Such funds should be used to enrich and to supplement available State funds. If bills such as the Pell Bill, which passed the U. S. Senate recently complete the legislative process, funds will be available for the development of community colleges in a number of additional areas.

It is important that the research facilities of the Board of Regents provide leadership and help to the community college regions in many areas related to the development and improvement of comprehensive community college education.

Time Frame

The proposed plan for comprehensive community college education together with the projected target population are objectives which the Board of Regents must consider within a context of priorities for using resources and in relationship to overall objectives of the State higher education system. The consultants envision both short-range and long range dimensions which can be realistically developed by the Board. An immediate and important decision will be externally decided by the State's government (Legislature and Governor), that is, a clarification of the locus of state-level responsibility for all post high school education including the occupational education.

Implementation of the structural plan for comprehensive community college education outlined in Chapter IV could be carried out *in toto* or in stages depending upon funds made available to the Board of Regents. The consultants favor the following time schedule:

Academic Year 1971-72

SUMMER:

1. Approval of Parkersburg Community College and Southern West Virginia Community College already completed.

WINTER:

2. Appointment of vice chancellor.
3. Designation of institutions in Regions 4 and 6 as community colleges to begin operating in the fall of 1972 provided local support is favorably present.
4. Seek legislative approval for laws which will permit full implementation of this plan.
5. Recruitment of regional directors and appointment of directors when authorized.

SPRING:

6. Provision for the designated four-year colleges in Regions 1, 2, 5, 7, 8, and 9 to develop requests as plans for an approved community college educational function for their institutions.
7. Approval of selected four-year colleges which have presented adequate plans and evidence of commitment to the comprehensive community college concept. (Selection of two or three for 1972-73; two or three for 1973-74.)
8. Development of system-wide articulation policies.
9. Discuss plan for comprehensive community college education with representatives of North Central Association.
10. Develop criteria and format for approval of contracted services.

Academic Year 1972-73

1. Opening of 1971-72 authorized community colleges.
2. Approval of remaining four-year colleges to provide comprehensive community college education for their regions.
3. Appoint Regional Advisory Boards and State Advisory Council for Comprehensive Community College Education.
4. Implementation of PPBS for community colleges. Development of performance objectives for each operating region.
5. First annual review of institutional plan of performance objectives.
6. Completion of Regents' policies for total comprehensive community college education system.
7. Develop plan for serving remote areas of the State.

Academic Year 1973-74

1. Opening of 1972-73 authorized community colleges.
2. Evaluate performance objectives of each region as part of budget procedure.
3. Review agreements with North Central Association of Colleges and Secondary Schools concerning West Virginia community college structure.
4. Review progress in initiating non-traditional approaches to providing educational and training services, with particular emphasis upon such remote or sparsely populated areas as located in *Grant, Pendleton, Pocahontas, Greenbrier, Nicholas, and Tucker* Counties.
5. Complete plan for utilization of portable or surplus equipment and resources which can be used at different locations at different times to extend or broaden educational opportunity while realizing maximum economy.

Academic Year 1974-75

1. Review and evaluate statewide system. Adjust programs or reassign responsibility as necessary to guarantee successful comprehensive community college services to West Virginia.
2. Review regional boundaries to determine appropriateness. Reassign counties to different region if necessary to broaden services.
3. Continue annual review of institutional performance objectives and

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examine practices or services which might better be provided by contractual agreement.

Summary

This chapter has reviewed in brief form a number of very special considerations which the Board of Regents must recognize. These will be of particular help to the Regents as they implement the plan described herein. A time frame is provided to aid in evaluating the progress of the development of this level of higher education in West Virginia.

APPENDIX A

Chart A-1

EXAMPLES OF "MIDDLE MANPOWER" JOBS IN FIVE FIELDS OF ECONOMIC ACTIVITY
UNITED STATES, 1970

Occupational Groups (Clusters)	Fields of Economic Activity		
	Agriculture and Natural Resources	Business	Health
Para-Professional Semi-Professional Sub-Professional	Agric. Research Tech. Farm Equipt. Designer Fisheries Research Tech. Forestry Aide Landscape Designer Plant Propagation Technician Soils Technician Veterinarian Aide	Accountant (not CPA) Advertising Designer Branch Mgr. (Bank, Store, Office) Buyer-Purch. Agent Credit/Collections Manager Insurance/Real Estate Salesman Personnel Analyst Sales Manager Salesman (Outside) Secretary Systems Analyst	Dental Hygienist Dental Lab. Tech. Medical Lab. Tech. Medical Records Tech. Nurse (Registered, but non-BS degree) Operating Room Tech. Physical Therapy Tech. Psychiatric Tech. X-ray (Radiologic Technician)
Highly-Skilled Technicians Foremen Leading Men	Agri-Business (Owner-Mgr.) Agri-Business (Salesman) Crop Duster (Aviator) Farm Mgr. (Owner) Horticulture Tech. Irrigation Specialist Nursery Operator Ranch Foreman	Bookkeeper Business Data Programmer Credit Interviewer Department Manager Owner-Mgr., Small Business Service Manager Stenographer	Certified Med. Lab. Assistant Dental Office Asst. EKG Tech. Medical Office Asst. Mental Health Worker Occup. Therapy Tech. Physical Therapy Tech. Practical Nurse
Skilled Workers	Animal Husbandry Specialist Farm Equipt. Operator Farm Equipt. Repairman Feed Mill Operator Fisheries Worker Foods Processing Plant Operator	Bank Teller Cashier Data Processing Tech. Duplicating Services Technician General Office Worker Sales Clerk Typist-Clerk	Hospital Aide Inhalation Therapy Aide

CHART A-1 (continued)

Occupational Groups (Clusters)	Fields of Economic Activity	
	Industry/Engineering/Science	Human Services
Para-Professional Semi-Professional Sub-Professional	Aerospace Technician Architectural Design Tech. Civil Engr. Technician Computer Programmer (Science) Electronics Engr. Tech. Mech. Engr. Technician Sales "Engineer" (non-degree) Science Research Technician (Physics, Chemistry, Biology, Oceanography, Astron., Meteorology) Technician Writer (Illustr.)	Audio-Visual (Media) Tech. Fire Dept. Officer Law Enforcement Officer Librarian Assistant Recreation Leader Sanitation Technician Social Worker Aide Teacher Aide Urban Planning Technician
Highly-Skilled Technicians Foremen Leading Men	Air Cond./Refrig. Technician Automotive Technician Building Construction Mech. Design Technician (Drafting) Hydraulics Technician Instrumentation Tech. (Automation) Industrial Supervisor (Foreman) Operating "Engineer" Quality Control Tech. Tool and Die Technician	Chef Dining Room Hostess Fireman Hotel/Restr. Manager Nursery School Operator Owner-Manager (Service Establishment) Police Patrolman Tourist Guide Welfare Agency Clerk
Skilled Workers	Automotive Service Mechanic Building Trades Craftsman (e.g., Carpenter, Plumber, Electrician) Heavy Equipt. Operator Machinist (Journeyman) TV/Radio Service Mechanic	Baker Barber Cook Cosmetician Service Station Attendant Waiter/Waitress

SOURCE: Norman C. Harris, University of Michigan.

Table A-2

DISTRUBUTION OF LABOR FORCE BY OCCUPATIONAL GROUPS UNITED STATES, 1960 and 1975 (Est.)

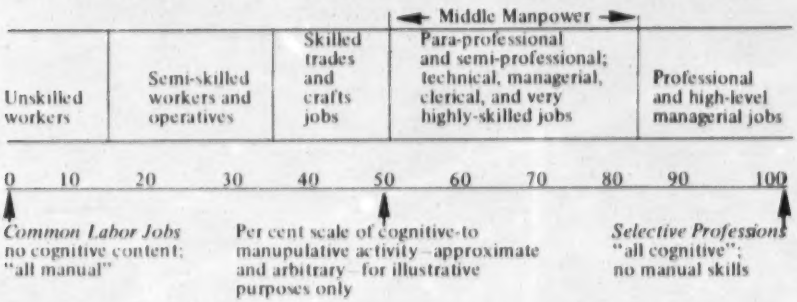
Professional and *High-Level* Managerial	Per cent of Total U. S. Labor Force	
	1960	1975 (Est.)
Professional and *high-level* managerial	6	12
Para-professionals, semi-professionals, *high-level* technicians	3	6
Middle-level technicians, mid-management, foremen, leading men	5	9
Clerical, sales, and kindred, not including semi-skilled	10	14
Craftsman, journeyman, *very highly-skilled* workers	14	13
Semi-skilled, and operatives in industry	20	16
Clerical and sales, *semi-skilled*	11	9
Service workers, all fields	13	13
Unskilled workers, including farm and mine	15	8

Middle Manpower
1960=32%
1975=42%

SOURCE: Norman C. Harris, University of Michigan

Chart A-3

MIDDLE MANPOWER JOBS LOCATED ON A MANIPULATIVE-COGNITIVE SCALE


Middle Manpower
Unskilled workers
Semi-skilled workers and operatives
Skilled trades and crafts jobs
Para-professional and semi-professional; technical, managerial, clerical, and very highly-skilled jobs
Professional and high-level managerial jobs
0 10 20 30 40 50 60 70 80 90 100
Common Labor Jobs
no cognitive content; "all manual"
Per cent scale of cognitive-to manupulative activity—approximate and arbitrary—for illustrative purposes only
Selective Professions
"all cognitive"; no manual skills

Note: It should be recognized that the lines of demarcation used for illustration in the diagram, do not really apply in practice. The spectrum of jobs from "all manual" to "all cognitive" is continuous, not discontinuous.

SOURCE: Norman C. Harris, University of Michigan.

Table A-4

LOWER LEVEL ENROLLMENT, 1970-71 AND ASSOCIATE DEGREES AWARDED, 1969-70 and 1970-71

West Virginia Public Institutions of Higher Education

INSTITUTION	HEADCOUNT ENROLLMENT Lower Level 1st Semester 1970-71		ASSOCIATE Degrees	ASSOCIATE Degrees
	Terminal-Occupational	For Bachelor's Credit	Awarded 1969-70	Awarded 1970-71
Marshall University	211	4,082*	55	57
W. Va. University	--	6,526*	--	--
TOTAL	211	10,608	55	57
Bluefield	403	391*	43	66
Concord	--	1,157*	--	--
Fairmont	236	2,078*	43	44
Glenville	103	827*	28	32
Shepherd	172	920*	2	9
West Liberty	229	1,767*	76	90
W. Va. Institute of Technology	355	1,483*	105	83
W. Va. State	26	2,216*	16	22
TOTAL	1,524	10,839	313	346
Logan	23	407	1	3
Williamson	24	254	--	5
Hancock County	--	399	--	--
Parkersburg	480	594	122	141
Potomac State	138	607	80	97
TOTAL	655	2,261	203	246
GRAND TOTAL	2,400	23,708	571	649

*Students are considered as candidates for baccalaureate degrees in four-year institutions.

SOURCE: West Virginia Board of Regents.

Table A-5

INVENTORY OF ASSOCIATE DEGREE PROGRAMS AND DEGREES GRANTED 1970-71

West Virginia Private Institutions of Higher Education

Degree Program	Beckley	Davis & Elkins	Greenbrier	Morris Harvey	Salem	Total
Associate in Arts	136				9	145
Associate in Science	26					26
Business Administration	64	X				64
Chemical Technology				2		2
Creative Art			1			1
General Education			5			5
Liberal Arts			6			6
Merchandising			2			2
Nursing				36	12	48
Secretarial Science	4	4	2	8		18
Structural Engineering				X		0
TOTAL	230	4	16	46	21	317

X Indicates program but no degrees conferred.

SOURCE: West Virginia Board of Regents.

UNIVERSITY OF CALIF.
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APPENDIX B
SELECTED BIOGRAPHICAL DATA OF CONSULTANTS

LOUIS W. BENDER

B.A., Moravian College, 1950
M.A., Lehigh University, 1952
Ed.D., Lehigh University, 1965

Experience

June 1969-September 1970. Assistant Commissioner for Higher Education, Pennsylvania Department of Education. Responsible for all staff services for the Pennsylvania Office of Higher Education and the State Board of Education's Council for Higher Education.
July 1965-June 1969. Director, Bureau of Community Colleges, Pennsylvania Department of Education.
1968-1970. Served as educational consultant on matters related to community junior colleges with such organizations as: General Learning Corporation; New Jersey Community College System; Perkins and Will Architects; Community Colleges in Virginia, New Jersey, Florida, Mississippi, Connecticut, and West Virginia. The Middle State Accreditation Association.
1970-71. Co-Director W. K. Kellogg Foundation supported program for state-level community junior college officers, sponsored jointly by Florida State University and the University of Florida.
1971-present. Professor, Department of Higher Education, Junior College Education, Florida State University.

Publications (selected)

"Transition from High School to College," *American Council on Education*
"Pennsylvania Community Colleges on the Move," *The Bulletin of PSBA*
"The Master Plan for Higher Education DOCUMENT OR PROCESS?" *Pennsylvania Education*
"A New Degree Program–Occupational Education," (with James P. Murphy) *Pennsylvania School Journal*
"Miracles Still Happen: Pennsylvania's Community College Story," (with Elwood A. Shoemaker) *The Junior College Journal*
Governance and Administration of the Two-Year College (with Richard C. Richardson, Jr., and Clyde E. Blocker) Prentice Hall (Scheduled for February, 1972 release date)

NORMAN C. HARRIS

Professor of Higher Education, and Coordinator of Community College Development Center for the Study of Higher Education, The University of Michigan
University of California at Los Angeles (U.C.L.A.)
Bachelor's Degree in Physics, 1935
University of California (Berkeley)
Master's Degree (Physics & Education) 1940
Post Master's Study (Education) 1940, 1941
University of Southern California, Los Angeles
Advanced Graduate Work in Physics, Engineering, and Higher Education, 1950-54
University of Pangasinan, Phillippines
Honorary Doctorate awarded, December 1969

Experience

Instructor in Engineering and Physics (Junior College–California) 8 years
Dean of Occupational Education, Bakersfield College, (California) 6 years
Professor of Higher Education, University of Michigan, 1961 to the present 9 years
Visiting Professor of Higher Education, University of Hawaii summer 1966
On sabbatical leave July, 1969, to July, 1970. Research and travel grant from East-West Center in Honolulu to do manpower and higher education research in S.E. Asia–Thailand, Malaysia, and the Philippines.
Senior Specialist, East-West Center, University of Hawaii January-July, 1970

Professional Activities (selected)

Survey research and consulting on community college and middle manpower problems in

the following states and territories of the United States:
East: New York, Virginia, Pennsylvania, Massachusetts, Puerto Rico
Midwest: Michigan, Missouri, Illinois, Kansas, Ohio, Indiana, Minnesota
South: Arkansas, Tennessee, Florida, North Caroüna
West: Arizona, California, Hawaii, Nevada, Washington, Wyoming, Samoa

Publications (selected)

Technical Education in the Junior College, 102 pages, illustrated. American Association of Junior Colleges, Washington, D. C., 1964.
"Community College Technical Education," *The North Central Association Quarterly*, Spring, 1962.
"The Community Junior College A Solution to the Skilled Manpower Problem," Current Issues in Higher Education, Association for Higher Education, Washington, 1962.
"Occupational Education, Middle Manpower, and the Junior College," *Compact Magazine*, June, 1968, The Education Commission of the States, Denver.
Technical Education in Michigan Community Colleges, 142 pages, illustrated. School of Education, The University of Michigan, Ann Arbor, 1965.

JAMES L. WATTENBARGER

Palm Beach Junior College, 1941
University of Florida, BAE with high honors, 1943
University of Florida, MAE, 1947
University of California, advanced work
University of Florida, Ed.D., 1950

Experience

Associate Professor, Secondary Education, University of Florida, 1950-53
College of Education, Washington University, St. Louis, Summer 1953.
Director, Community College Council, 1955-57
School of Education, Florida State University, Tallahassee, Summer 1960
University of Iowa, Summer 1965
Director, Division of Community Junior Colleges, State Department of Education, and Executive Secretary State Junior College Board 1957-66
Assistant State Superintendent, Community Junior Colleges, State Department of Education, and Executive Officer, State Junior College Board 1966-67
Visiting Lecturer, College of Education, University of Illinois, Summer 1968
Professor and Director, Institute of Higher Education, University of Florida, 1968-present

Professional Activities (selected)

Member of Commission on Colleges, Southern Association of Colleges and Schools
Member, Advisory Committee, New Institutions Project, American Association of Junior Colleges
Member, Advisory Council on Community Colleges, American Testing Program
Member, Advisory Committee, American Council on Education's Study of State-wide Systems of Higher Education
Consultant on junior colleges in Alabama, Arizona, California, Colorado, Delaware, Hawaii, Illinois, Iowa, Kansas, Kentucky, Maryland, Massachusetts, Michigan, Mississippi, Missouri, New Jersey, New York, North Carolina, Oklahoma, Pennsylvania, Tennessee, Virginia, Washington and others

Publications (selected)

A State Plan for Public Junior Colleges, 1953, University of Florida Press
Contributed to section on junior colleges in *Education and the Future of Florida* (1947)
The Community Junior College in Florida's Future (1957)
Co-Editor, *The Community College in the South* (1940)
Dimensions of Educational Need (Chapter on Junior Colleges)
Junior College Education in Oklahoma
Analysis of Illinois State Junior College Board
"A Model State Structure for Community Colleges" *In Search for Patterns for Progress*